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ABSTRACT

Selected by the Division of Manpower Development and Training, U. S. Office of Education (HEW, Washington, D. C.), the Montal Educational Associates conducted a Symposium for Bilingual-Bicultural Educational Manpower Development. The Symposium's purpose was to bring together Spanish Speaking educational and manpower experts from throughout the nation to discuss and identify educational manpower priorities and to prepare position papers for critical review and commonality. Held on March 14-16, 1974, the participants were representative of Chicanos, Puerto Ricans, Cubans, and Latin Americans from each region in the United States; and observers from the U. S. Office of Education, the Department of Health, Education, and Welfare, and the Department of Labor. This publication consists of the position papers which were critiqued by 40 to 50 experts at the Symposium: (1) "Strategies for the Inclusion of the Spanish Speaking in the Implementation of the Comprehensive Employment and Training Act of 1973"; (2) "Career Education, the Comprehensive Employment and Training Act of 1973 and the Spanish Speaking"; (3) "Bilingual-Bicultural Curriculum"; (4) "A Humanistic and Objective Approach to Accountability"; (5) "Staff Development"; and (6) "The Needs of the Spanish Speaking Mujer in Woman-Manpower Training Programs". (NQ)

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POSITION PAPERS

ON

Bilingual Bicultural Educational

Manpower Development

April, 1974

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The Spanish Speaking Steering Committee hereby submits position papers on:

Strategies for the Inclusion of the Spanish Speaking

Career Education

Bilingual-Bicultural Curriculum

Accountability

Staff Development

The Needs of the Spanish Speaking Mujer

The papers were prepared in response to numerous requests to identify issues and priorities, and to propose solutions in Educational Manpower Development for the Spanish Speaking. The committee was formed for the above purpose and now terminates its responsibilities with the publication of the papers.

The Spanish Speaking Steering Committee
for
Bilingual-Bicultural Educational Manpower Development

Frank Sanchez, Chairman, California
Ray E. Gonzalez, California
Pepe Barron, District of Columbia
Alfredo Calvillo, Michigan
Candido de Leon, New York
Alfredo de los Santos, Texas
Ricardo Martinez, District of Columbia
Rosalia Martinez, New York
Mario Molins, Florida
Alicia Ramirez, Oregon

PREFACE

Montal Educational Associates was selected by the Division of Manpower Development and Training, U.S. Office of Education, H.E.W., Washington, D.C., to conduct a Symposium for Bilingual-Bicultural Educational Manpower Development.

The purpose of the Symposium was to bring together Spanish Speaking educational and manpower experts from throughout the nation to discuss and identify educational manpower priorities and to prepare position papers for critical review and commonality.

The Office of Education initiated interest in having the diverse Spanish Speaking community clearly express priorities, program imput and review Educational Manpower Programs in local areas where Spanish Speaking people are identifiable.

Montal Educational Associates, in cooperation with the Division of Manpower Development and Training, U.S.O.E., identified and brought together a Spanish Speaking Steering Committee on January 18, 1974, in Washington, D.C. The Spanish Speaking Steering Committee, in a workshop session, identified a considerable number of priorities which were reduced to five specific topics:

Strategies for the Inclusion of the Spanish Speaking in the Implementation of the Comprehensive Employment Act of 1973

Career Education, the Comprehensive Employment and Training Act of 1973 and the Spanish Speaking

Bilingual-Bicultural Curriculum

A Humanistic and Objective Approach to Accountability

Staff Development

The topics were to be written into position papers which would be critiqued by 40 to 50 Spanish Speaking Educational Manpower experts from throughout the nation at the Symposium.

The Spanish Speaking Steering Committee expressed the hope that the Bilingual-Bicultural Educational Manpower Development Position Papers would have a commonality and that each paper would serve as a component in one common line of concern for all Spanish Speaking communities.

The process used in identifying and selecting writers and participants was such as to include educational and manpower experts who were representative of Chicanos, Puerto Ricans, Cubans, and Latin Americans from each region in the United States. Successfully bringing together such a diverse group of competent, Spanish Speaking experts was an important first in educational manpower activities.

The Symposium for Bilingual-Bicultural Manpower Development was held at the Marriott Hotel on March 14-16, 1974, with full participation of the invitees, plus observers from U.S.O.E, D.H.E.W. and D.O.L.

The position paper writers received comments and critiques, following the Symposium, and then finalized the position papers which appear in this publication.

The difficulties encountered were primarily those of time constraints, distance and other pressing commitments each professional encounters.

While there were regional, ethnic, and gender differences, these factors also proved to be definite strengths and all identified well, as being Spanish Speaking, with respect for each difference.

Participants felt that additional symposiums or meetings of the entire 48 persons involved would be most beneficial. Financial resources for such an endeavor prohibited this factor from being implemented.

The Spanish Speaking women caucused and requested a position paper be prepared on the topic "The Needs of the Spanish Speaking Mujer in Woman-Manpower Training Programs." This added position paper was accepted by the Symposium.

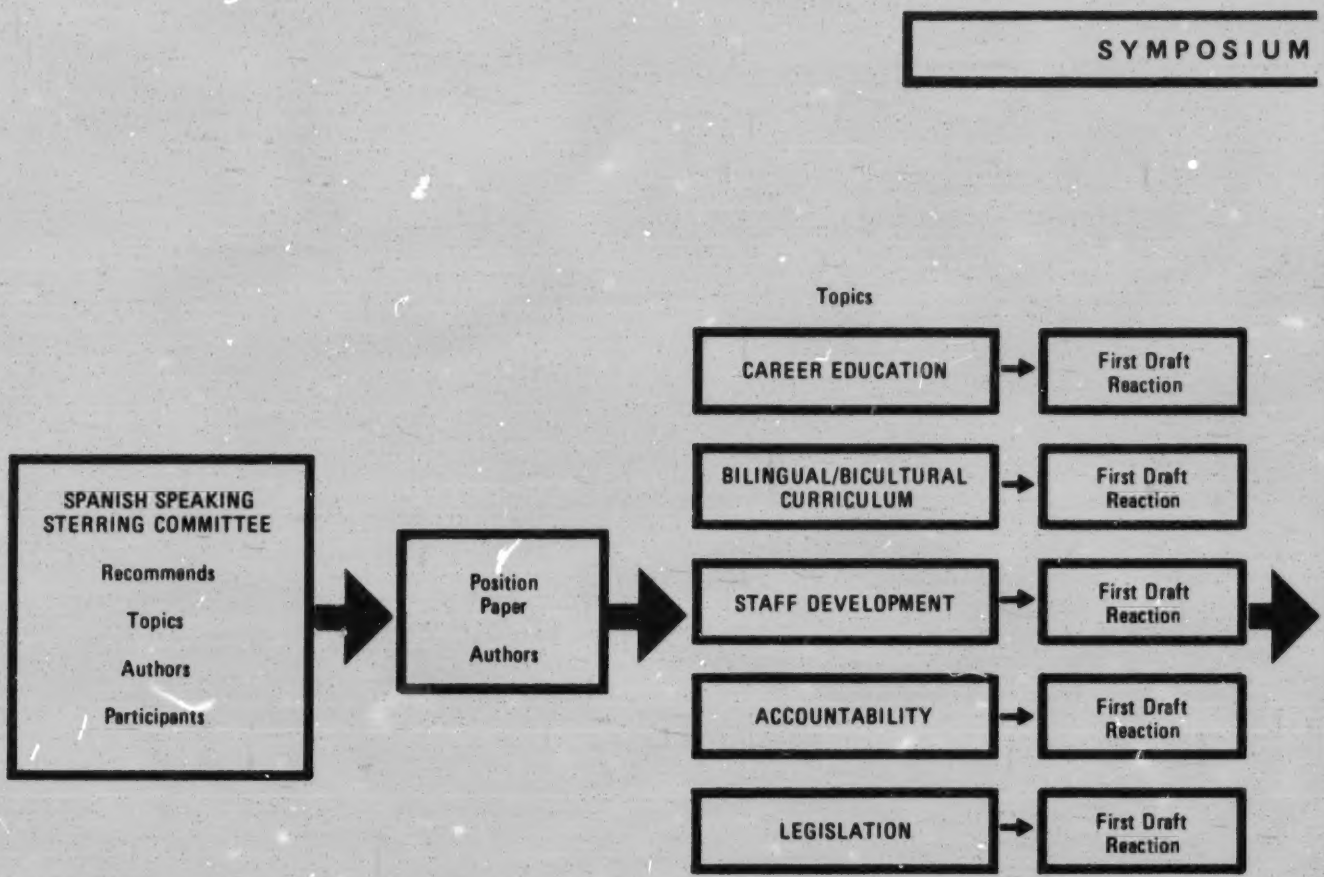
The final project activity is for the position papers, included in the final report, to be presented to the funding agency.

These papers, printed in booklet form in a limited number, will be distributed to Spanish Speaking groups throughout the nation.

It is recommended and hoped that H.E.W., O.E. reproduces and further disseminates these position papers to regional, state and local educational manpower agencies and activities.

While the preceding described project was performed pursuant to a Grant from the U.S. Office of Education, Department of Health, Education, and Welfare, the opinions expressed herein do not necessarily reflect the position or policy of the U.S. Office of Education, and no official endorsement by the U.S. Office of Education is inferred. Organizations undertaking CETA or MDTA projects are encouraged to utilize this material as needed.

The printed material is a Grant to Montal Educational Associates, Grant Number OEG-0-73-5237, and is a part of the final report submitted to H.E.W., O.E., D.M.D.T.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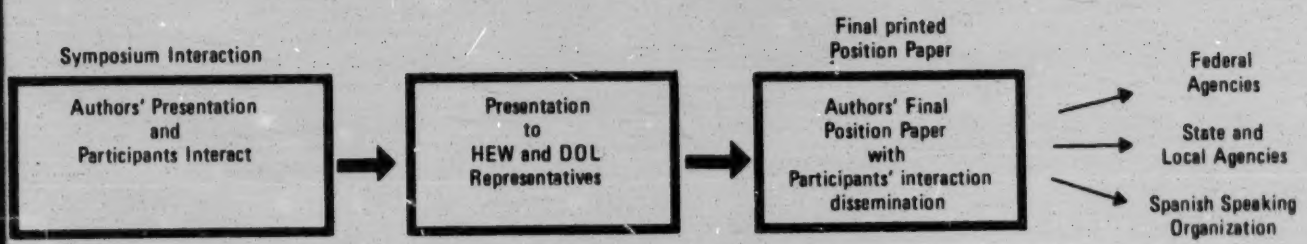
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STRATEGIES FOR THE INCLUSION OF THE SPANISH SPEAKING IN THE IMPLEMENTATION OF THE COMPREHENSIVE EMPLOYMENT AND TRAINING ACT OF 1973

by

Javier Bray

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STRATEGIES FOR THE INCLUSION OF THE SPANISH SPEAKING IN THE IMPLEMENTATION OF THE COMPREHENSIVE EMPLOYMENT AND TRAINING ACT OF 1973

> (Men) will tend to reflect on their own "situationality" to the extent that they are challenged by it to act upon it. Men are because they are in a situation. And they will be more the more they not only critically reflect upon their existence but critically act upon it.
>
> Paulo Freire in Pedagogy of the Oppressed.(1)

Philosophy and Goals

Manpower programs, to be effective, must deal with a broad range of needs and the overall involvement of individuals in the process of promoting change in themselves and the situation of which they are a part, until levels of self-sufficiency and adequacy are reached with ease. To aim for less will often result in waste, in further entrenchment of distortions in the employment situation, or both.

The Comprehensive Employment and Training Act of 1973, CETA, in its emphasis of decentralizing programs, has provided for at least a degree of participation by all community-based and client groups in local manpower programs. The new Act requires that prime sponsors establish advisory planning councils which must include a cross-section of citizens and special interest groups, and particularly of those for whom the services are intended. These groups also have representation on the State Manpower Councils.(2)

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[1]Freire, Paulo. Pedagogy of the Oppressed. New York, Herder and Herder, 1971.

[2]The Comprehensive Employment and Training Act of 1973. Section 104 and Section 107, Title I. Public Law 93-203, 93rd Congress, S. 1559, December 28, 1973.

Because society needs increasing numbers of creative individuals and fewer dependent ones, we believe that the inclusion of the target population in the process of program planning, decision-making, resource allocation, program monitoring and evaluation, not only will make programs more responsive to the sectors most in need of manpower and training services, but will also open the way for seldom used talent to be tapped on a broad and systematic basis. As a growing number of these individuals representing the client community gain an understanding of the intricacies of the manpower development and training process, they can better know when to accept the wisdom of others, and how to shape their own ideas into something productive for themselves and their communities. However, the development of every citizen's creativity cannot be left to chance. It must be made the right of every individual, without regard to race, creed, color, national origin, sex, political affiliation or beliefs.

Therefore, from the point of view of the Spanish Speaking American, it is imperative that equitable numbers of this non-mainstream segment of the population in need of manpower programs, get their fair share in the process-oriented benefits which can only accrue with their full participation at all levels, from conceptualizing and implementing programs, to receiving the intended services.

General Background

Central to the consideration of any plan of action, is the Spanish Speaking's perception of his role in the planning and delivery of manpower and training programs. Whether we think of the Chicano, the Puerto Rican, or the newly arrived Cuban-American, the most obvious factor common to their situation is their lack of control and minimal influence over the institutions and programs affecting the number or quality of their participation. When we say institutions, we mean political institutions such as the local councils of government, the official bureaucracy, the school system, as well as the economic and social institutions like banking and the mass media that directly affect the daily lives of all citizens, including those in the "barrio". It is the control of these institutions by others that characterizes the situation for the Spanish Speaking as one of subordination to the external powers of the representatives of the dominant culture.

As a result of this condition of powerlessness. the situation that follows has been the denial of occupational opportunity from one end of the labor market to the other, which is manifested in the chronic state of high unemployment and underemployment of the Spanish Speaking and their systematic exclusion from administrative and executive positions. To their further detriment, they find themselves being denied equal educational opportunities as evidenced by high dropout rates, as evidenced by

generally poor educational experience, and low levels of investment from publicly financed institutions.(3) In brief, the school system acts as the first in a series of barriers to educational attainment and occupational mobility. These shortcomings are perpetuated by the employer who is reluctant to invest in the Spanish Speaking to train him/her for managerial and white collar positions. The cumulative effect of these disadvantages is that the Spanish Speaking have limited access to jobs other than at the low paying, low skill end of the scale.

New Importance of the Local Situation

Given the Administration's commitment to decentralization -- and congressional acceptance of the concept of revenue sharing implicit in passing the Comprehensive Employment and Training Act of 1973, the removal of the federal government from direct involvement in manpower programs is assured by giving block grants to state and local governments.

But because the allocation formula under CETA is so devised, it appears that the limited resources and scarcity of services to be shared by the self-identified ethnic, non-mainstream minorities will have to be kept where they are, allowing present built-in inequities to remain. Besides, in the absence of federal guidelines, it is feared that the states and local governments may not be able to respond in an equitable manner to the manpower needs of the Spanish Speaking, mainly because they have not developed the expertise or the means to identify or respond to those needs. These initiatives had been left to the federal government in the past.

The lack of adequate levels of information to develop standards by which to respond to the manpower needs of the Spanish Speaking is confirmed by the findings based on the preliminary research conducted by Montal Educational Associates on Bilingual-Bicultural Manpower Development during last October-November, 1973.(4)

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[3]The following works were consulted in the process of developing and and overview:

U.S. Commission of Civil Rights, Mexican American Education Study, Report III; The Excluded Student, and Report V, Teachers and Students, U.S. Government Printing Office, 1972 and 1973.

Olympus Research Corporation. An Assessment of Cultural and Linguistic Variables in Manpower and Vocational Education, Final Report, 1973.

[4]Montal Educational Associates, Preliminary Activity Report on Research and Legislative Overview, Bilingual-Bicultural Manpower Development Project, A reprint, December 1973.

According to Montal's preliminary study, with the exception of national programs such as SER and WIN, some migrant programs inherited from OEO, and a few local projects of limited scope, there are no manpower development and training programs specifically designed to serve the Spanish Speaking. Members of the professional and administrative staff of the Division of Manpower Development Training, U.S. Office of Education, did not consider that any mechanisms to measure the manpower educational needs of the Spanish Speaking had been established anywhere. Finally, the Cabinet Committee on Opportunity for the Spanish Speaking (CCOSS) was in the process of preparing a manpower report based on MDTA statistics, indicating that the Spanish Speaking does participate in manpower programs, but that success was regarded as minimal everywhere.

But the fact remains that regardless of the location or who they are, whether Chicanos, Puerto Ricans, or Cuban-Americans, the Spanish Speaking minority has unequal socio-economic status when compared to the rest of the people. Metropolitan Dade County, for instance, is no exception to this fact. Contrary to the image created by the mass media, that would have us believe the Cuban-American had joined the economic maninstream, the unemployment rate of the Spanish Speaking in Dade County is 8.1%, more than twice the rate for the Non-Latin white at 3.3%.(5) (Data was in transition at the time and it will be interesting to see how the situation has changed, if at all.)

While the 380,000 Spanish Speaking represent over 26% of the entire population in Dade County, their proportion on the workforce of the two largest employers in the area, the County government and the School Board, has barely reached 10%. Fewer than 0.5% of them are in administrative positions, but over 63% are in the low-paying, low-skill custodial, clerical, and service jobs.(6)

It is not our intention in this paper to review the manpower situation of any locality where the Spanish Speaking concentrate. But without belaboring the case of Dade County too much, from the figures above, it is easy to understand the malaise and sense of growing frustration that has developed over the years as the Spanish Speaking, mainly Cuban-Americans,

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5Manpower Area Planning Council. Appendix to the Fy-'74 Plan, Dade and Monroe County, 1973

6Dade County, Equal Employment Opportunity Survey, February 16 and December 19, 1973 computer printouts and EEOC Report, dated January 30, 1974.

Dade County Public Schools. Desegration Report, September, 1973, Report No. 2, Volume XXI, Miami, Florida, December 1973.

have come to realize that the same government planning and operating manpower programs designed to expand their occupational choice, has been excluding them from jobs in the public sector at the same time. As if not to miss the point, the occupational training for those in need is primarily delivered by the other institution guilty of systematically avoiding to hire the Spanish Speaking, the School Board.

What this example illustrates, is the pattern of institutional racism too familiar to mislead the sensitive members of non-mainstream minorities into believing that the Cuban-American had been spared, for reasons of some sort of expediency, as an exception destined to bypass the rigors of exclusion and discrimination.

Even the most cursory analysis of the composition of the workforce in Dade County serves to highlight the severe distortion found in the public sector's distribution of the Spanish Speaking in the occupational ladder.(7) It is possible that the more equitable ratios prevailing in the private sector are due to the fact that many businesses, as well as some industrial enterprises, are controlled and operated by Spanish Speaking owners. It is also likely that since the "limited English-speaking ability" does not always hinder the profit-making ability of many service industries and businesses, the private sector has been able to make better use of the Spanish Speaking at all levels. As a matter of fact, some sector of the economy demand bilingual personnel, and in some cases English is not required, or even expected of employees who are dealing primarily with Spanish Speaking customers.

The language barrier, which is most often percieved as "the problem" for purposes of job development and educational manpower training, has been used as the most devastating and pervasive weapon in the hands of the "Establishment." The issue of "limited English-speaking ability" has served as the excuse to restrict access to training, certification, and to employment itself, particularly in the public sector. The waste of human resources resulting from such policies in Dade County could never be measured. And the damage to human beings, let alone the economy, could be as costly as the manpower programs designed to correct the situation.

Undoubtedly, the problems and issues related to manpower development and training will differ from one locality to another. To define these problems, to identify and quantify needs, to articulate objectives, and to make wise decisions will require up-to-date information and knowledge. But regular access to information could be a major constraint for the client population in need of manpower programs, if negative attitudes and restrictive practices by the local bureaucracies are as widespread as we suspect they are.

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[7]MAPC Appendix to the Fy-'74.

Although much of the data relative to manpower needs is gathered and defined by the State Employment Agencies, and is analyzed by the staff of the local manpower councils, still most of the literature, reports, and official manpower statistics are coming from the federal level. It seems that the bulk of the local reports are intended for internal consumption by appointed and elected officials, and forwarding to the state and federal levels. Raw data is often treated as secret information, and requests to gain access to it are evaded, put off, or turned down with annoying regularity. Our experience in Dade County is that resistance to disclose information increases when the request is perceived as eithnically oriented.

As an example to illustrate this point, state and local governments as well as all educational institutions are now required by law under the 1972 Amendment to the Civil Rights Act of 1964, to give a complete analysis of the workforce by sex, race, and salary level to the Federal Equal Employment Opportunity Commission (EEOC) on a yearly basis. The information must be kept on file locally for a period of at least three years. However, for reasons of expediency, the access of the data consulted in preparation of this paper had to be obtained through "connections," rather than waiting weeks or months for the county to draft an official report based on the information that had been processed by the computer in December 1973.

In the final analysis, we do not believe that the direction of future manpower programs designed to meet the needs of the Spanish Speaking will be determined on the merits of the case that can be made on the basis of manpower statistics alone. One of the keys to delivering services to those most in need of manpower programs will be the composition of the local Manpower Planning Councils, and the State Manpower Service Councils. Although the members will be appointed by the prime sponsors and the governors, and their functions will be advisory, the participation of the Spanish Speaking, and especially of those representing the client community and community based organizations, will be paramount to making the necessary imput on behalf of the target population, and gaining and exerting a measure of influence and control over the decision-making process.

General Objectives

To carry out the purposes of CETA, it follows that the Spanish Speaking in need of manpower programs, through their representatives and their community-based organizations, must establish on-going, self-sustaining, effective mechanisms, and develop the means to ascertain that the disadvantaged in the segment of the population received the manpower services intended in the quantity and quality commensurate to their needs. The effectiveness of manpower programs must be measured in terms of achieving levels of self-sufficiency for the participants to: (1) gain the necessary qualifications for employment; (2) be able to secure employment; and (3) be able to develop plans of their own for advancement along the

occupational scale. Manpower programs must be specifically designed for and directed to the Spanish Speaking until they reach a level of parity in socio-economic status, when compared to the rest of the population.

To achieve these goals, it follows that the Spanish Speaking must have an equitable number of their representatives appointed to the following manpower advisory bodies: (1) the Manpower Planning Councils at the local level; (2) the State Manpower Service Councils at the state level; and (3) the National Commission for Manpower Policy at the federal level.

In order to insure the availability of a sufficient number of qualified Spanish Speaking representatives in the manpower planning councils, both at the local and state levels, an educational program should be established to train members of the client community and the community-based organizations, for the period of time required to develop the knowledge and expertise to deal effectively with problems and issues relative to the manpower needs of the client population. The training should be process-oriented and geared to the attainment of levels of self-sufficiency and adequacy in the performance of the functions and tasks of council member's competency.

The Spanish Speaking participating in manpower programs or in need of them, through their representatives in the manpower planning councils and their community-based organizations, should make sure that the program operators delivering manpower services, have a number of Spanish Speaking on their staffs commensurate to the needs of the client population. Likewise, the educational institutions delivering occupational training should also have a number of Spanish Speaking on their staffs commensurate to the needs of the client population. Access and promotion to the administrative and professional positions should be assured by establishing pre-service and in-service training programs for the Spanish Speaking until a level of parity is achieved in the occupational scale, when compared to the rest of the staff.

Factors in Developing Strategies

Bullfight critics ranked in rows
Crowd the enormous plaza full
But only one is there who knows-
And he's the man who fights the bull.

Robert Graves
The Daily Express (8)

There are no qualifications regarding the participation of the client population in the planning and implementation of manpower programs under CETA. In some quarters this participation may simply be understood

as non-opposition to the continuation of existing programs that were established as a result of past initiatives. In fact, the new law made provisions requiring prime sponsors to continue programs of "demonstrated effectiveness," such as SER, and to use the services of these agencies as deemed appropriate. These do not appear to be very stringent requirements for community participation. However, the creation of new manpower programs or shifting priorities to serve those who have been left out may require more active and complex participation by the client groups involved in the formulation of new strategies to reallocate limited resources. Such new initiatives could be hindered by the lack of informational, financial and human resources to plan and implement manpower programs outside those already established; by organizational patterns characteristic to program management and delivery; and by attitudes and expectations resulting from past practices and built-in interests.

Decisions at the local level (or any level) are seldom made in terms of the choice based on the merits of the alternatives at hand. Arrangements for distribution of manpower funds and services are often made on a path-of-least resistance basis, taking the easy rather than the most equitable route. To improve this process, it is necessary to identify the informational needs, as well as the critical policy questions first, which, in turn, would make information gathering and analysis relevant to decision-making much more efficient. There are two other types of informational needs: information for purposes of monitoring operations and identifying problems in need of corrective action, and information for purposes of evaluating the accomplishments of manpower programs.

The constraints likely to be found as a result of the attitudes and actual resistance to disclosing manpower information by the local bureaucracies on the one hand, and past dependence on federal initiative to overcome the information gap on the other, lead to the conclusion that mechanisms to provide the client population with adequate levels of information must be established locally. The variety of purposes for which information is necessary, as well as the inherent differences from one situation to another, also indicate that these mechanisms must not only be locally controlled, but must also be managed by the client or community-based groups, to the extent that this is possible, so that they can better meet their own manpower needs. Research designed by outsiders without the specifications to respond to the needs of the Spanish Speaking is destined to be wasteful at best, may raise irrelevant issues, or can be grossly misleading at worst.

Strong, effective, representative Spanish Speaking organizations with experience in the field may already have the means, or could develop the capability, to research the manpower and occupational training needs of their constituents at the state and local levels. But in the absence of such local capabilities, a well coordirated drive to coalesce the

client population in need of manpower programs must be undertaken to foster the creation of community-based organizations. This would also require a considerable educational effort to impact the client population prior to and during the process of organization. The establishment of permanent, ongoing organizations with trained leadership, that is also well versed in manpower problems and issues, may prove to be more effective, in the long run, than subsidizing a consultant firm or a short-lived task force capable of providing the information, but whose presence would no longer be felt after their analysis is completed.

Taking the local differences into account, successful participation in program planning and implementation by the Spanish Speaking, involves not a single problem, but rather a series of complex and interrelated issues. The barriers to employment, educational attainment, and occupational mobility may appear relatively similar from a distance, but there are many problems that will be specific to a particular situation that will require unique strategies. No single approach will be universally applicable. Therefore, to generate the local capacity to respond effectively to the manpower needs of the Spanish Speaking will require that the local problems or pressures inhibiting the needed responses be identified and relieved.

One final point dealing with information concerns the distinction that can be drawn between "macro-negative" and "micro-positive" information.(9) Macro-negative information consists of broad, aggregated data indicating that problems exist, such as the proportion of Spanish Speaking families under poverty levels, unemployment rates, inequities in the occupational scale, school dropout rates, etc. Micro-positive information, on the other hand, indicates possible courses of action to alleviate problems. It is information that would indicate ways of making programs more effective, such as demands for Spanish Speaking personnel, acceptance of GED certification in Spanish, availability of occupational training in Spanish, etc. The combination of the two provides for the orientation underlying the strategies that the Spanish Speaking could follow in pursuing their manpower goals in their own localities.

The appointment of an equitable number of Spanish Speaking representatives to the planning councils, both at the state and local levels, as well as their inclusion on the staff of program operators, have been considered keys to making manpower programs more responsive to the needs of the client population. However, the concepts of "equitable numbers," and "commensurate to the needs" have been left deliberately fuzzy, ... inviting more precise definitions. Both terms have been used to mean some

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(9)Williams, Walter, Social Research and Policy Analysis. New York, Elsevier, 1971. P. 7.

sort of proportionality, but the question remains, in relation to what? This is to be considered a matter of local strategy, which must evolve out of the prevailing conditions, with particular emphasis to be given to the political alignments between those who control manpower programs and those who receive services. But shares of participation in manpower programs could be figured on the basis of:

1) Percentile of the Spanish Speaking in the composition of the entire population of the area served by the prime sponsor. This would mean that in an area where the Spanish Speaking is 30% of the population, the planning council, the operating staff engaged in manpower programs, and the participants receiving services should approximate the 30% range in each category, until levels of socio-economic parity are achieved for the target population in terms of employment opportunity, occupational mobility, educational attainment, and income distribution.

2) Standards set by CETA under the allocation formula for funding manpower programs, which is determined on the area's proportionate representation of poverty and unemployment. This means that a share of the funds allocated to the prime sponsor should be assigned to manpower programs serving the Spanish Speaking, in a proportion reflecting their numbers among the poor and unemployed. Likewise, the same proportional share should be applied to the appointment of Spanish Speaking representatives to the manpower planning councils and in the composition of the staff of program operators. Changes in the socio-economic status of the Spanish Speaking would serve as the guiding principle for making corresponding adjustments in their level of participation in the planning and implementation of manpower programs.

3) Projections to increase the average family income and to enchance the upward mobility of the Spanish Speaking people until levels of parity are achieved when compared to the standards of the rest of the population. This would require a complex formula considering levels of investments and timeframe in which to overcome the socio-economic gap.

None of these alternatives alone may provide a very realistic framework from which to negotiate equitable representation of the Spanish Speaking in manpower programs. These decisions are rarely made in a political vacuum. The allowances and compromises that the local political

leadership would be willing to make depend on other factors as well: One, the political strength that can be harnessed by the Spanish Speaking at the polls; two, the direct or indirect threat of disruption and violence, real or imagined, whether accidentally or deliberately created, which no one can overrule from happening; and three, a combination of both.

Only one thing could be worse for the Spanish Speaking, and that would be to have no strategy to deal with the issue of equitable representation at all levels. The implication of this statement is that in the absence of community-based organizations, or some sort of mechanism to study, evaluate, and propose manpower policies on behalf of the Spanish Speaking at the local level, the chances of arriving at responses commensurate to the needs of the client population will remain low. Likewise, if the existing organizations do not have the resources, either financial or human, to articulate a position on behalf of the client population, the prospects of achieving an acceptable degree of inclusion of the Spanish Speaking in the manpower planning councils, and on the staff of the program operators, including at the professional and administrative levels, will be more on the basis of "token" than equitable representation. And in either case, the real losers will be the Spanish Speaking most in need of manpower programs.

A process-oriented educational program locally established and controlled is the cornerstone of our rationale to developing strategies for the inclusion of the Spanish Speaking in the planning and implementation of manpower programs. In this writer's view, learning is a process rather than a fixed state.(10). For it to take place, the learner has to utilize time and energy to fill in gaps in knowledge and to practice skills. In process-oriented education, as it is used in this paper, a teaching-learning relationship is designed and structured to systematically provide the means and the experiences by which knowledge and skills are made relevant for learners to resolve their own personal and situational needs. When successful, it enables individuals to make changes within themselves and

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(10)These views are not the result of scholarly work alone, but have been shaped by seven years of field experience in labor education and training peasant farmers in community action organization. I am most indebted to my former colleagues Ralph A. Leal, formerly with the Center for Rural Development, and Roberto Casablanca, President of Generic Skills Inc., in New York for their assistance and support in my field work. Also, many of my ideas on education were considerably refined in lengthy discussions with my fellow colleagues and professors at the Center for Internation Education of the School of Education, University of Massachusetts, during the 1972-73 academic year.

the situation of which they are part. By emphasizing process-skills, individuals have the opportunity of identifying, analyzing, generalizing, redefining, and organizing information into coherent patterns that serve as basis for planning future learning activities. The aim of process-oriented education is to teach how to know (or learn how to learn) rather than making the learner dependent on authoritative sources. To borrow from Paulo Freire's Pedagogy of the Oppressed:

> "Reflection upon situationality is reflection about the very condition of existence: critical thinking by means of which men discover each other to be 'in a situation'. Only as this situation ceases to present itself as a dense enveloping reality or a tormenting blind alley, and men can come to perceive it as an objective situation - only then can commitment exist. Men emerge from their submersion and acquire the ability to intervene in reality as it is unveiled. Intervension in reality thus represents a step forward from emergence and results from the conscientizacão of the situation. Conscientizacão is the deepening of the attitude of awareness characteristic of all emergence. (p. 100-101)

Conscientization (or consciousness-raising as it is known in the Women's Lib and Black Liberation groups) is a deepening awareness of reality that people experience as they critically reflect on their situation and act to transform it. "Critical reflection" means the capacity to see contradictions in social, economic or political forces. Reflection without action aimed at resolving the percieved contradictions, is mere verbalism.

Therefore, a process-oriented manpower education program should focus on policy issues and research activities, not for the sake of reflecting on the infinite wisdom of educators, but from a problem-posing approach in which the learner is responsible for doing the investigative and analytical work. Depending on the degree of local organization and the existing capabilities for processing manpower data, or absence of adequate mechanisms to represent the client population, the level of the program would have to reflect the needs of the community. But, regardless of the level, the purpose, in the broadest sense, is to enhance the position of the Spanish Speaking in the planning and implementation of manpower problems, to training the leadership for participation in the planning councils.

The sponsorship of manpower educational programs would depend on the avalability, motivation and commitment of the community's resources, especially from the standpoint of being able to count on the leadership of the Spanish Speaking educators. The best alternative appears to lie on the involvement of a community college or university, or better yet, a

consortium of institutions of higher education. Depending on the style of the sponsoring institutions under which the programs could be implemented, the teaching-learning situations could be structured in the form of study groups, seminars, workshops, or as modular components of regular courses. Again, no single approach is likely to be suitable for all the possibilities that could emerge.

Finally, no question of strategy could be resolved without considering the availability of financial resources, or identifying potential sources of funding. However, this is not a matter that can be pursued until the position outlined in this paper is discussed and settled to the satisfaction of those who might be using it for developing their own specific strategies.

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10. These views are not the result of scholarly work alone, but have been shaped by seven years of field experience in labor education and training peasant farmers in community action organization. I am most indebted to my former colleagues Ralph A. Leal, formerly with the Center for Rural Development, and Roberto Casablanca, President

of Generic Skills Inc., in New York for their assistance and support in my field work. Also, many of my ideas on education were considerably refined in lengthy discussions with my fellow colleagues and professors at the Center for Internation Education of the School of Education, University of Massachusetts, during the 1972-73 academic year.

CAREER EDUCATION, THE COMPREHENSIVE EMPLOYMENT AND TRAINING ACT OF 1973 AND THE SPANISH SPEAKING

by

Dr. Alfredo de los Santos, Jr.

EC008069

CAREER EDUCATION, THE COMPREHENSIVE EMPLOYMENT AND TRAINING ACT OF 1973 AND THE SPANISH SPEAKING

In this paper, I will try to do a number of things. First of all, I will outline some basic information about career education - philosophy, definitions, and models. Then I will raise some questions about the implementations of the career education concept. I will then try to relate all this to the Comprehensive Employment and Training Act of 1973 (CETA 73); and make three recommendations. Finally, I will include a short epilog.

In effect, this is the second draft of the paper. It now includes many of the ideas, comments, and points made by the participants at the Symposium for Bilingual-Bicultural Manpower Development held in Washington, D.C., March 14-16, 1974. To them I say, "Muchas gracias."

Career Education: Philosophy, Definitions, Models

The basic philosophical assumption upon which the concept of career education is based is that society is and should be achievement oriented, with the development of the individual its primary objective, but with that development best accomplished and measured through service to others and to the whole. Man is viewed as more than a working machine. The best measure of what man is is what he achieves in the development of his talents and in his service to himself and to his fellow man. (Hoyt, et al)

This conviction gives primacy to the employment role, but is not limited to the labor market, since a career is viewed as a personally satisfying succession of productive activities hinged together over a lifetime and generally leading toward greater satisfaction and contribution. Therefore, career education "is preparation for all meaningful and productive activity, at work or at leisure, whether paid or not, as employee or employer, in private business or in the public sector, or in the family," with the key words being productivity and achievement. (Hoyt, et al)

Beginning with that conviction, the fundamental concept of career education is that all types of educational experiences, curriculum, instruction, and counseling should involve preparation for economic independence, personal fulfillment, and an appreciation for the dignity of work, seeking to give meaning to all education by relating its content to the job world. Career education should neither deny intellectual achievement

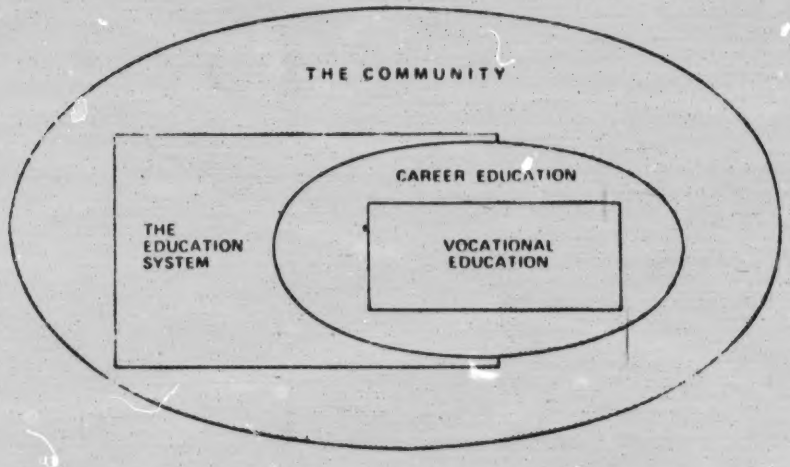
nor denigrate manual skills. In fact, Sidney P. Marland, Jr., when he was Commissioner of Education, said that career education will eliminate the artificial separation "between things academic and things vocational." (Marland) It is neither academic education nor vocational education, yet it involves both. Career education is a total concept which should permeate all education, giving a new centrality to the objective of successful preparation for and development of a lifelong, productive career.

Hoyt defines education as "the total effort of public education and the community aimed at helping all individuals to become familiar with the values of a work-oriented society, to integrate these values into their personal value systems, and to implement these values into their lives in such a way that work becomes meaningful, and satisfying to each individual." To Evans, career education is the total effort of the community to develop a personally satisfying succession of opportunities for service through work, paid or unpaid, extending throughout life. (Hoyt, et al.)

Some people have shrugged off career education with the comment that "it is just a new name for the old vocational-technical education." Others have charged that the vocational-technical educators are trying to take over the whole of education. The proponents of career education deny this, saying that career education is far more than traditional vocational-technical education, though the latter is a vital part of it. They also reject the notion that the career objective must supersede all other education objectives and see no reason to establish priorities among career, culture, citizenship, family life, since none are mutually exclusive and all contribute to each of the others. Figure 1 illustrates the place of career education in the educational scheme of things, as seen by some of its proponents. (Hoyt, et al)

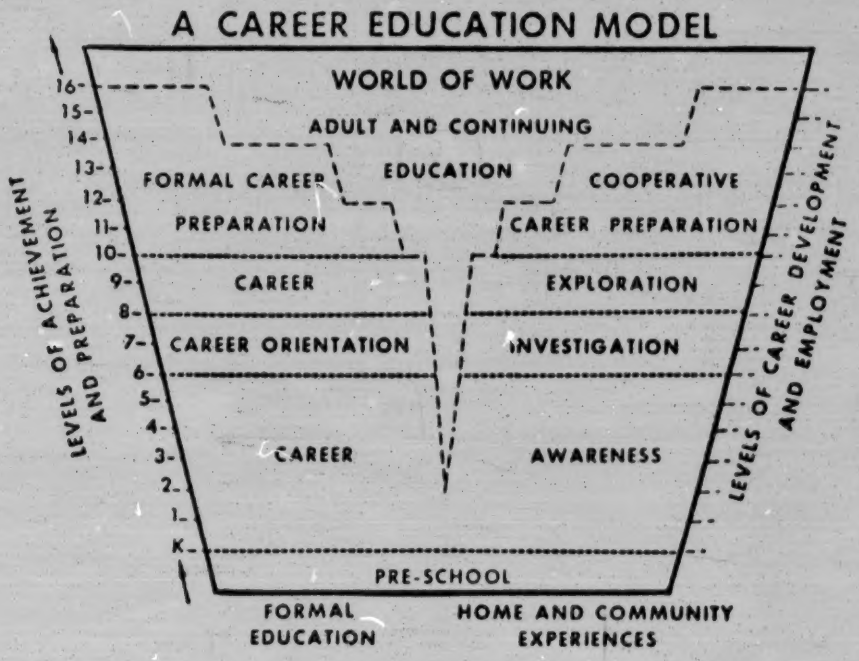
FIGURE 1

Career Education's Place in Education



In scope, career education encompasses educational experiences beginning with early childhood and continuing through the individual's life. (Marland) There are three essential phases in the career education process for each individual: (1) career awareness (2) career orientation and exploration and (3) career preparation. (Hoyt, et al). Figures 2 and 3 represent two different models of career education, showing the three main phases, by grade level. Figure 2 also tries to relate career education to the levels of career development and employment.

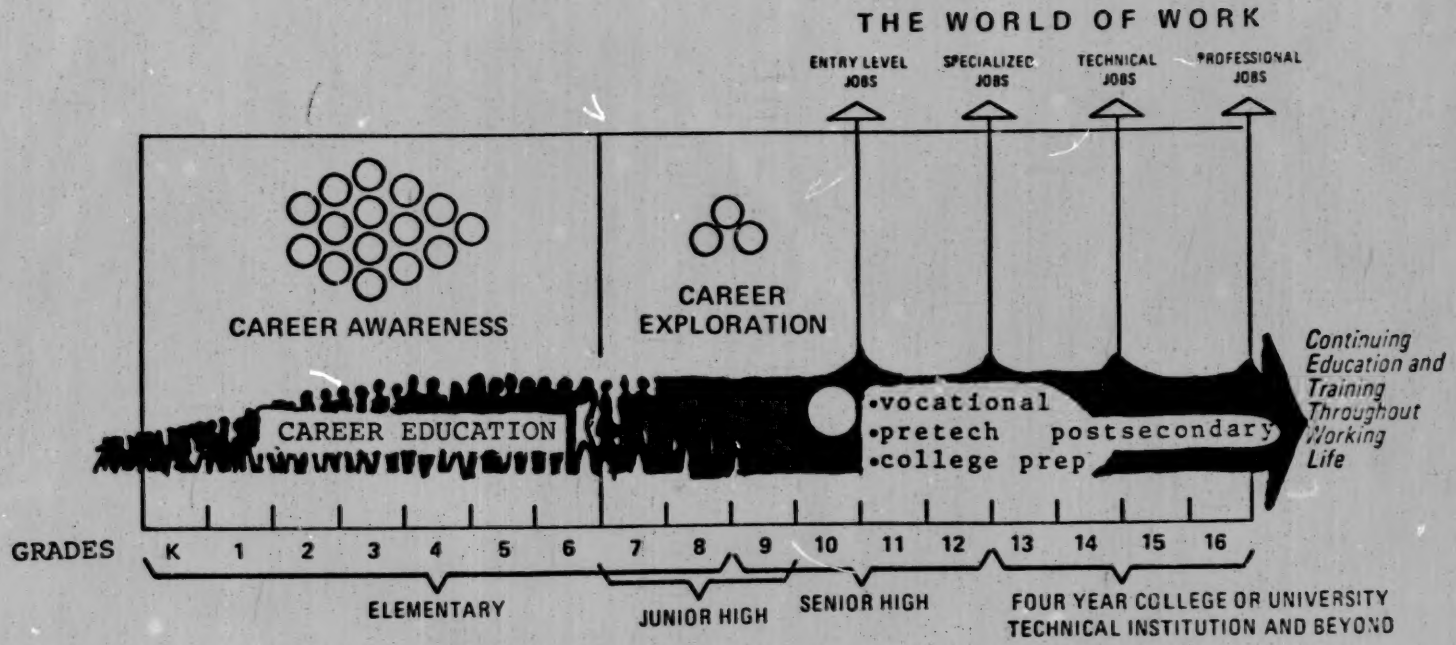
FIGURE 2



Let's take a closer look at Figure 2. The career awareness phase, grades K-6, should help the individual develop an awareness of careers, understanding and appreciation for the dignity of work, and the personal and economic relationships of work. In the career orientation and exploration phase, the individual would gain a wide exposure to a variety of careers, their requirements and rewards. The individual would begin to relate these to his own interests, abilities, aptitudes, and circumstances.

FIGURE 3

CAREER EDUCATION MODEL



The individual would have some "hands on" experiences in laboratories, shops and/or community resources in as many clusters of occupations as possible in order to further validate his own personal interests, aptitudes and abilities. With the awareness and orientation and exploration phases of career development as a background and guide, the individual in phase three, should be prepared to give more specific direction to preparation efforts.

Some individuals may move toward rather specific skill development through vocational programs. Some may pursue skill development within a cluster of occupations for entry into apprenticeship or other on-the-job training. Preparation may be achieved through laboratory and/or cooperative part-time training or work experiences. Post-secondary and/or university preparation may be required in the career development plan of others. Regardless of the level of formal preparation needed or desired, the options should be left to the individual at all times and levels. (Advisory Council)

We can get further understanding of the concept of career education if we quote former Commissioner Marland a couple of times more. Mr. Marland has observed the "Educators must be bent on preparing students either to become properly and usefully employed immediately upon graduation from high school or to go to further formal education. The student should be equipped occupationally, academically, and emotionally to spin from the system at whatever point he chooses - whether at age 16 as a craftsman apprentice, or age 30 as a surgeon, or age 60 as a newly trained practical nurse." (Marland)

He has also said that career education "demands no permanent bondage to a career goal." Rather, it should provide students with a "great range of occupational options." "Entrance and exit requirements will be flexible enough to enable all persons to acquire - at any time they choose - the educational and occupational experiences that meet their needs." Students could leave or reenter school at almost any time to further their education or sharpen their job training." (Marland)

So ... enough of the theory of career education. Let's move to what is actually happening - or, more importantly, not happening - in implementing the career education concept.

Implementation of Career Education: Some Reservations

As I travel across the country and try to evaluate what is happening in career education, I get concerned. It is not with the theory of career education about which I have questions, but with the implementations of it.

It is with the many, many safeguards that need to be taken to insure that the Spanish Speaking children receive from the educational system the services they deserve. It is with the many sins of omission and commission that have possibility of doing more harm to the Spanish Speaking child than has been done to date. It is some of these questions that I hope to discuss in this section of the paper, particularly as they relate to the problems of the Spanish Speaking student in higher education.

Definition: ¿Que es Career Education?

One of the first reservations I have is the definition of career education. It should be noted that the definitions I've used in this paper are not the official definitions.

For the most part - except for some basic principles that tend to define it - career education is at best an amorphous and undefined stage. It seems to us that the U.S. Office of Education has not faced that most basic of issues and has left the definition to each individual state, and in many instances to the individual school system. Since - as will be pointed out later - little is being done to reorient the faculty/staff involved, the only thing that is being done is that the old vocational-technical-occupational programs are being called career programs.

Financing: ¿De Donde Viene la Lana?

Another very basic issue is the financing of career education. The cost of re-tooling an entire system to carry out the necessary changes - in terms of equipment, renovation of facilities, curriculum development, in-service training services, and so forth - is prohibitive. Throughout the country, school systems - particularly the ones in the urban areas, where approximately 80% of the Spanish Speaking live - are faced with ever increasing costs just to keep what they've got. At the same time, the federal proponents of career education seem to be leaving the financing aspects of it to state and local agencies. It is unreal to do this and expect any significant change. The money is just not available. Perhaps CETA 73 can help.

Testing, Counseling and Decision-Making: "Career education recognizes critical decision points at which students must be prepared and equipped to decide whether to pursue a job, seek further education or choose some combination of both." (Marland)

In the past, Spanish Speaking students in high schools have been counseled" into rather meaningless vocational-technical programs that have not prepared them for anything else than low paying jobs, if that at all.

The decision has been made by counselors and educators on the basis of invalid, unreliable testing instruments that really do not measure aptitudes, potential or whatever needs to be measured.

What safeguards will be taken by the proponents of career education to prevent this from happening?

These same tests have been used by admissions personnel in the institutions of higher education to keep students from enrolling in some institutions that have selective admission requirements and from enrolling in "prestige" technical programs offered by those instutitions having so-called open-door admission policies.

Attempts by minority leaders to scrap these testing programs - at least to prevent them from being used in the counseling of minority students "out" or "away" from programs - have proven fruitless. It would seem to me that strong steps must be taken in this direction if the entrance and exit requirements will be flexible enough to enable all persons to acquire - at any time they choose - the educational and occupational experiences that meet their needs."

Another related problem of career counseling that concerns me is that the vast majority of the counselors, both at the high schools and the institutions of higher education at this time, not only do not understand the culture of the Spanish Speaking students, but in many instances do not care to learn. Part of the reorientation of the counselors should include awareness, understanding and appreciation for the different sets of values the Spanish Speaking students operate from, the culture and mores of the students and how this relates to their outlook toward life. In other words, the same counselors - few of whom know anything about us - who have been misdirecting the Spanish Speaking students in the past - are the ones who are going to implement career education. More of this will be discussed in the section on professional education.

Curriculum Development and Articulation

In a large number of instances, the minority student that does get into a community/junior college finds himself in a program that leads him to a dead-end job. The curricular patterns within an institution, not to mention between institutions, are so designed that there is very little opportunity for a student to move "up" to the next program.

Let's discuss the nursing field. A minority student may get admitted into a relatively short-term program that prepares nurses aides. After that, if he/she gets admitted into t[illegible]t "higher" program - the one-year licensed vocational nursing prog[illegible] he has to start from scratch, as if he had learned nothing in the nurs[illegible] aide program. Assuming that

the student wants to continue his education and gets admitted into an associate degree nursing program - normally about two years in length - he has to start all over again.

This problem is perpetuated by the whole of the educational establishment, from the state vocational-technical agencies, through the state nursing licensing boards, to the institutions themselves. Sometimes, in some of the fields, this is further complicated by "professional" associations or these licensing agencies. The problem is further agravated when a student attempts to transfer to a bacclaureate degree-granting institution.

Another problem is that our educational system does not have the capability to offer the background and guidance required for the planning and actual decision making process to render a student to true freedom of career choice. The educational system, as it is from the structrual changes in the economy, has failed to respond to the growing gap in the student's education, clinging instead to anachronistic curricular tracks and vocational programs designed for Americans of fifty years ago. The nation's young people are not securing the preparation and assistance they require to enter an occupation, commensurate with their abilities and aspirations. We need to develop more current curricular patterns that will do justice not only to the needs of the greater society but also to the students.

Beyond that, our educational efforts should discover and cultivate the talents and capabilities of the person and should assist his growth to a mature, creative and productive adult, with the capacity for a happy life as a person and a worker. To achieve this, there must be sufficient diversity in the curriculum and a variety of training to accommodate the manpower needs of society and the varying vocational and intellectual interests of the individual.

Professional Education

The need for in-service training for present professional staff in order to orient them to the concept of career education is a "given". Everyone who understands the concept of career education realizes this. However, the efforts to provide this orientation are few and scattered. At best they are inadequate. The few administrators who have heard about career education really do not understand what it means, much less the changes that will have to take place within the educational systems if the concept is to be effectively implemented. The faculty ... forget it.

Beyond this orientation, what is needed, as mentioned earlier in this paper, is orientation to the present staff to the needs of the Spanish Speaking students. I feel much better if the proponents of career

education would provide some assurance that part of the reorientation of present staff includes cultural awareness ... and beyond. It is interesting to note that none of the models that have been funded by the U.S. Office of Education is bilingual-bicultural.

What is much more important - and I have seen nothing in any of the literature and have heard no one mention in any conversation regarding career education - is the need to train/educate the Spanish Speaking to serve Spanish Speaking students' needs ... from counselors, through teachers, through administrators. I could elaborate on this issue, but someone else has been asked to write a paper on this topic.

Instructional Materials

There are few materials available for use in a career education model. Some of the pilot model programs that have been funded are developing materials; however, these are few. If you consider the need for bilingual instructional materials for adults, these things are then possible.

Provisions need to be made for materials to implement a career education model in a bilingual fashion for adults also, not for children only. Many of the adults who are at, let's say, a second or third grade level would not feel comfortable with materials for children at that level. Materials may be developed specifically for young people (grade 6 or about twelve years of age). but an adult who is operating at a sixth grade level would need materials with a different career education approach that is oriented towards a child. Hence the needs of adults and not just youngsters must be considered.

Career Education Concept: Yo lo Acepto

As I mentioned earlier, it is not with the concept of career education that I am concerned. Yo acepto la teoria y el concepto. As a Chicano involved in community/junior college education all my professional life, I have been working to develop curricular patterns and educational systems that incorporate most of the ideas upon which career education is based, though not in the so-called "academic" courses, but certainly in the vocational-technical-occupational-career education part of the instructional programs in the institutions.

Many of us in the community/junior college movement have worked to provide adequate counseling to students so they can be knowledgeable about the many career options. We have worked to provide flexible entrance and exit requirements so students can drop in and out of the educational experience at any time. We have worked to develop career ladders and career latices so that a student need not have a "permanent bondage to a career goal," but can move up and/or laterally whenever he feels the need.

I feel so strongly about the concept of career education that I think we ought to work hard to give it a try. Perhaps the Comprehensive Employment and Training Act of 1973 (CETA 73) will give us the vehical to do this.

The Comprehensive Employment and Training Act of 1973: Posibilidades

CETA 73 has some very interesting provisions that offer possibilities for the Spanish Speaking to benefit through a career education model. To begin with, contrary to previous manpower legislation that restricted training to job entry skills, CETA 73 has as one of its purposes "to assure that training and other services lead to maximum (underlining is mine) employment opportunities and enhance self-sufficiency..." (Section 2)

Another very important provision of CETA 73 is included in Title III, Special Federal Responsibilities. Under this title, Section 301, the Secretary of Labor is authorized to provide additional manpower services other than those authorized in other parts of the law to "segments of the population that are in particular need of such services," including "youth," "persons of limited English-speaking ability," and "older workers." It seems to me that this fits a lot of Chicanos. We are really a young people (youth) but at the same time we have a lot of viejitos (older workers) - all of whom are persons of limited English-speaking ability.

This section goes on to indicate that "with respect to programs of limited English-speaking ability under this Act, the Secretary shall establish appropriate procedures to insure that participants are provided with manpower training and related assistance and supportive services ... designed to increase the employment and training opportunities ... including (a) the teaching of occupational skills in the primary language ... and (b) as well as providing programs designed to increase the English-speaking ability of such persons."

I could go on and on, quoting from CETA 73, but suffice to say that, in my opinion, the Act provides us with interesting possibilities for implementing career education models to better serve our people.

Recommendations

This section of the paper will deal with three basic recommendations regarding career education.

Needed: A Bilingual, K-16 Career Education Model - Since 1971, when career education was initiated as a major thrust of the U.S. Office of Education, a minimum of $15 million has been spent in the funding of pilot

programs designed to test four models. These four models have been designated as (a) school-based model, (b) employer-based model, (c) home-based model, and (d) residential model. The models have been described and criticized elsewhere (Raizen) so for the purpose of this paper, this mere listing will suffice.

When one analyzes these four models - from the point of view of a Chicano educator interested in opening up career ladders for upward mobility of Spanish Speaking children - a number of things become very obvious. To begin with, none of the models uses a bilingual approach. Secondly, all the models are limited to a K-12 approach. Thirdly, the location of the pilot programs is such that one can find no "right" model being tested in a community serving a large percentage of Spanish Speaking students.

If career education is going to provide educational opportunities to Spanish Speaking children who have traditionally not been adequately served by the educational system, if career education is going to serve Spanish Speaking students by "eliminating barriers," if entrance and exit requirements of educational programs are going to be flexible enough to enable all persons to acquire - at any time they choose - the educational and occupational experiences that meet their needs," the federal government needs to find a bilingual model that has the potential of allowing a student to move from kindergarten through high school, through a community college, and finally through a university offering a bachelor's degree and beyond. What is needed is a bilingual, K-16 career education model.

> Recommendation: The Secretary of Labor should fund a bilingual, K-16 career education model, as part of the responsibility and authority given him under Title III of CETA 73, to serve the Spanish Speaking.

Needed: More Spanish Speaking Staff - If the Spanish Speaking students are going to be served adequately through the provisions of CETA 73, more Spanish Speaking staff is needed everywhere - counselors, teachers, and administrators.

> Recommendation: CETA 73 funds should be used to provide educational opportunities to the Spanish Speaking to staff programs that will serve primarily the Spanish Speaking.

Needed: Bilingual Instructional Materials - As pointed out earlier in the body of the paper, materials to be used for instructing bilingual students are desperately needed, both for the youngsters who would be moving through the career education model from a K to 16 continuum, but also for adults who will be "plugging" into the model at different levels.

Recommendation: That the agencies/organizations/ institutions that are charged with implementing the first two recommendations be given the responsibility - and resources - to develop bilingual materials for youngsters and adults.

Epilogue: Roast Beef o Arroz

One of the participants at the Symposium wrote an interesting comment which makes a beautiful point. He wrote: 'Sometimes I think that we are constantly being asked to come to dinner, but when we get there we find that the only thing being served is roast beef with potatoes and string beans. What we want is frijoles y arroz. The host says, "O comes roast beef o te mueres de hambre.' I think that even though we put salsa picante on the roast beef it is still gringo food. We can learn to eat it, but it will never be frijoles y arroz."

This means that for the career education model being proposed to be effective in serving the needs of the Spanish Speaking, it has to be planned, developed, implemented, administered and evaluated by the Spanish Speaking. It has to be frijoles y arroz. Roast beef, even if it has salsa picante, will just not do.

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BILINGUAL–BICULTURAL CURRICULUM

by

Dr. Angelia B. Hermenet and Dr. Atilano A. Valencia

ED008070

PREFACE

While bilingual-bicultural education continues to be one of the most significant thrusts in the final decades of the Twentieth Century and numerous articles are found on this topic, many interested people are still searching for a clear, simple, and acceptable meaning of the term. Perhaps the term can be clearly defined only by a complete and comprehensive treatise on the subject. This paper is an attempt to state and clarify several terms found in bilingual-bicultural literature, as well as to provide a more comprehensive view of the topic and a description of selected prospective and practical curriculum models in bilingual-bicultural education.

BILINGUAL-BICULTURAL EDUCATION -

A PROSPECTIVE AND COMPREHENSIVE VIEW

DEFINITIONS

A Rationale for Defining Bilingual-Bicultural Education

Language arts programs in more than one language have been operating in the American schools for several generations, especially in secondary and college curricula. While language development is a necessary feature in bilingual-bicultural education, it is only one of several significant parts in this type of curriculum. In this respect, too, English as a second language must not be viewed as bilingual-bicultural education (per se). Yet, it can be incorporated as an instructional feature in a bilingual-bicultural education program.

Social science content, which favorably depicts the historical and cultural heritage of American minority groups, also is an important feature in bilingual-bicultural education; but it, too, must not be viewed as a complete representation of bilingual-bicultural education. In essence, historical-cultural references must become integral elements across all curricular content.

If the foregoing rationale is followed, bilingual-bicultural education must include more than bilingualism in curricular activities. The fact that the native and national languages are used in reference to subject-matter content does not mean that bilingual-bicultural education is being implemented. Bilingualism, in itself, simply represents bilingual schooling and not bilingual-bicultural education. Where bilingualism is solely carried, many significant educational objectives are either omitted or left to chance In the final analysis, bilingual-bicultural education may be better defined in terms of several objective statements and programmatic descriptions.

Bilingualism

Bilingualism is defined in this paper as the ability of a person to communicate in at least two languages. It is understood that degree of bilingual ability is a variable found among bilinguals. Some bilinguals are more proficient in one language as compared to the other, and degree of proficiency in either language may also vary in terms of speaking, reading, writing, and exhibiting related (verbal and non-verbal) cultural expressions.

Biculturalism

Biculturalism may be defined as a person's ability to practice cultural characteristics found in at least two distinct cultures. As is true of bilingualism, the degree to which a person operates relative to cultural patterns found in at least two cultures is a variable. It is possible for a person to function bilingually with a high level of proficiency and, yet, not function to the same degree biculturally. This implies that such a person gives little reference to cultural patterns, other than language, found in the other culture. And degree of cultural reference is relative to what is considered acceptable by those operating predominantly in the identifiable culture at any given time.[1]

Biculturalism means that there are various levels of bicultural behavior. In this perspective, a person undergoes several progressive stages in becoming bicultural. This includes knowledge of other cultural characteristics, recognizing other cultural patterns as acceptable and operating elements in the total society, relating with people who exhibit other cultural attributes, adopting and assimilating other cultural attributes as integral features of one's total behavioral patterns, and internalizing values and other elements found in the belief systems of the other culture.[2]

Monolingualism and Monoculturalism

The term monolingualism denotes that a person is functional in only one language. And the term monoculturalism implies that a person operates principally in reference to behavioral patterns found in his own native culture.

Language Dominance

Language dominance means that a person, who is bilingual in varying degrees of proficiency, has a higher level of language competency in one language as compared to the other.

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(1) Atilano A. Valencia, Bilingual-Bicultural Education for the Spanish-English Bilingual, New Mexico Highlands University, Las Vegas, New Mexico, October, 1972, p. 32.

(2) Atilano A. Valencia, "Cultural Pluralism in the Classroom," Paper presented at the Conference on Teaching Strategies for the Bilingual-Multicultural Classroom, sponsored by Bilingual Leadership Training Institute, U.S.O.E., National Center for the Improvement of Educational Systems and California State University, Los Angeles, California, February 28 - March 2, 1974, p. 1.

Native Language

The native language represents the communication references, traditional and evolutionary, practiced and perpetuated by people in an identifiable cultural group. It is possible that through an acculturation process relative to another set of cultural patterns, a person may acquire dominancy in a language other than his first (native) language.

Second Language

The second language simply represents the language acquired and developed by a person in addition to the native (first) language. As is noted in the preceeding definition, it is possible that the second language may eventually become the dominant language of the speaker.

Bilingual-Bicultural Education

The essence of bilingual-bicultural education is to advance the education and socio-psychological well-being of the person, while bilingualism also is advanced and used as instructional media. It includes significant native cultural elements in the curriculum, as well as an opportunity for the person to acquire cultural traits from a second culture -- especially those cultural features found in the perspective or operative world of the learner.

Bilingual-bicultural education also implies that the dominant language of the learner must be used to facilitate the learning process, while developing communication ability in the second language. Since the development and furtherance of the first and second language constitute an integral part of a bilingual-bicultural program, it is conceivable that, at some point in the educational scheme, the learner will be able to use a bilingual-bicultural mode in the total learning process. In this sense, bilingual-bicultural education must not be envisioned as a remedial or a compensatory program -- it must be conceived as an educational process where native cultural elements are incorporated and furthered through the entire curriculum.

RATIONALE FOR BILINGUAL-BICULTURAL EDUCATION

Three principal objectives are highlighted in this paper. First, bilingual-bicultural education is viewed as an educational scheme for facilitating the learning process of persons from various linguistic and cultural groups. Second, bilingual-bicultural education is conceived as a

means for enhancing the well-being of persons in the terms of self-awareness and cultural identity variables. And third, bilingual-bicultural education is perceived as a process for preparing persons who can adequately serve linguistically and culturally different people in this country and in other parts of the world.

Several curriculum (matrix) models are illustrated in a subsequent section of this paper relative to the concept of viewing bilingual-bicultural education as an educational "continuum".

Current literature in bilingual-bicultural education gives reference to the notion that the learner's first language is principally used as an instructional medium (until bilingual ability is sufficiently advanced) to facilitate the learning process and to avoid postponement of cognitive and psychomotor development.[4] This principle points to the detrimental (traumatic and negative-psychological) effects produced by a curriculum operated principally in a language foreign to the learner, which places the native speaker at an educational advantage as compared to the non-native speaker of the language.

Another question on this topic relates to the rationale for developing a second language. It is already understood from the aforementioned definitions that bilingual-bicultural education does not really take meaning without bilingual-bicultural references; therefore, the development of a second language is considered an integral feature of this type of educational process. Moreover, it can be contended that many sociological, economical, and psychological advantages are derived by persons who learn and relate to cultural elements found in another culture. While it is advantageous for all Americans to become proficient in English, whether it is the first or second language, it also behooves monolingual English-speaking Americans to become proficient in a second language, particularly one that is continuously used by persons in a given geographical area. As an example, Spanish is spoken by millions of Spanish-surnamed Americans in this country and in many other countries of the world.

Extant research on bilingualism shows that persons who practice a second language generally carry a more favorable attitude toward that language and related cultural characteristics as compared to persons who have little or no knowledge of the language.[5] The implications of this

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(4)Atilano A. Valencia, Bilingual-Bicultural Education for the Spanish-English Bilingual, p. 1

(5)Atilano A. Valencia, "Bilingual-Bicultural Education: A Prospective Model in Multicultural America," TESOL Quarterly, December, 1969, pp. 321-322.

finding is, of course, relative to the furtherance of improved relationships between different American cultural groups and between the people of the United States and other ethnic groups on the world.

A bilingual mode is important because greater fluency in the language is derived from its usage. Moreover, unless both (first and second) languages become operative in the learning process, the persons will fail to fully develop one or the other. For example, high proficiency in using a technical and professional vocabulary can facilitate a person's involvement in his vocational or professional career relative to people in more than one cultural setting. Thus, bilingual usage must be incorporated in learning activities throughout the educational processes; that is, the other language must not be treated only as a feature in a separate language arts program.

The probable psychological effects of a curriculum based on an acculturation model include: cultural and transgenerational conflict; rejection of native cultural references as undesirable and unworthy characteristics in the general society; rejection and separation from associations with persons who continue to exhibit and practice the native cultural characteristics; and loss of group identity in situations where the persons who rejects his own background is not fully accepted by members of another cultural group. The latter may occur because of traces of native cultural heritage (e.g., physical characteristics, name, or reference to a religious denomination or geographical origin). Current literature (Hermenet, 1970) and research studies (Kluckhohn and Leighton, 1951) about different ethnic groups give further credence to the negative psychological effects experienced by persons who are considered acculturated in educational terms but who are not completely accepted by members of either (native or non-native) cultural groups.[6,7]

The value and prestige associated with a language and other cultural elements are significantly and directly related to the degree and frequency of their positive application in the total educational process. These references most appear in the social sciences, sciences, mathematics, performing arts, practical arts, languages, physical education, and any other curricula and supportive services. Otherwise, it is conceivable that the student will gradually be transformed into a monocultural type, based on a set of cultural references principally favored by the school system and incongruent with his cultural life style.

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(6)Argelia M. Buitrago Hermenet, "Hispanic Americans: An Overview of Mental Health and Retardation Institutions in Massachusetts," New England Spanish American Conference, October, 1970.

(7)Kluckhohn, Clyde, and Leighton, Dorothea, The Navajo, Cambridge, 1951.

In the final analyses, bilingual-bicultural education must not be considered as merely a compensatory program designed chiefly for grades K-6 or even K-12. It should not be conceived as a transitional program to eventually phase out any cultural references other than those chosen for inclusion in the curriculum and related instructional activities. Bilinugal-bicultural education must be extended to all levels, including vocational, technical, and higher education.

TARGET POPULATION

Through bilingual-bicultural education, Americans will learn that this nation has grown and prospered by cultural diversity -- they will find that, in recognizing and accepting bicultural references, it is possible to relate humanistically and constructively in many parts of the world. In this sense, then, bilingual-bicultural education can be envisioned as an important and integral component in the curricula of our entire school system.

The heavy and continuous influx of immigrants from Mexico, Cuba, Puerto Rico, and other Spanish-speaking lands clearly reveals that bilingual-bicultural education will be needed for many generations hence. Bilingual-bicultural education must serve the American monolingual English-speaker, the monolingual speaker of another language, and the bilingual speaker of English and another language.*

The Spanish surnamed, meanwhile, is one of the most important target groups in bilingual-bicultural education. Specifically, the following are among the linguistic groups found in the Spanish surnamed population:

1. The monloingual Spanish speaker with little or no fluency in English.

2. The monolingual (Spanish surnamed) English speaker with no fluency in Spanish, and with reference to significant cultural characteristics.

3. The monolingual (Spanish surnamed) English speaker with no fluency in Spanish, and with limited or no reference to native cultural characteristics.

4. The bilingual (Spanish-English) speaker, based on the following variances: (a) high verbal-comprehension ability

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*This includes the bilingual person who received his vocational or professional education in one language and one set of cultural references and needs further training to be bilingually-biculturally functional in his field.

in both languages; (b) high verbal-comprehension ability in one language and high comprehension and low verbal ability in the second language; (c) high verbal-comprehension and literacy in both languages; (d) high verbal-comprehension ability and literacy in one language, with high verbal and low comprehension in the second language (possibility of limited literacy in the second language), (e) limited language facility in both.

The degree of bilingual mixture or separation by bilingual (Spanish-English) speakers is a variable, depending on the extent of education and practice in language usage. Many bilingual speakers are highly proficient in one of the languages, but frequently inject vocabulary and phrases from the dominant language in using the other language. Although this paper is not intended as a treatise in the linguistics characteristics found among bilingual (Spanish-English) speakers, it can be suggested that bilingual-bicultural education programs must give special attention to the linguistic and cultural variances found among this particular population type.

PROSPECTIVE CURRICULUM MODELS

Three basic bilingual-bicultural curriculum models are illustrated in this section of the paper.[8] Although only language references are shown in each model, it is understood that other bicultural references are found in the entire curriculum. Specifically, this means that, in addition to whatever language or subject-matter content is represented in each square of the matrix, bicultural elements are considered an integral feature.

The models depicted in illustrations 1, 2, and 3 provide for instruction through the native languages (SIM AND EIM), communications development in the first and second languages (SLA,ELA, ESL, AND SSL), and instruction through bilingual usage. Although the matrix models show only four vertical columns (which denote time in terms of months, semesters, or years), the time factor is viewed in progressive terms.

Model 1 is principally designed for monolingual Spanish speakers, for it is noted that curricular content is initially offered in Spanish until adequate bilingual ability has been achieved. It also is noted that the communication arts in the native language (Spanish) is being carried at a more advanced level, while second language instruction is provided at the student's proficiency level.

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(8)These represent three of several models described by Valencia in his publication, Bilingual-Bicultural Education for the Spanish-English Bilingual, October, 1972, p. 20.

CURRICULUM MODEL 1: FOR MONOLIGNUAL SPANISH SPEAKERS

	- TIME -			
Curriculum Content	SIM	SIM	SIM	B I
1st Language Development	SLA	SLA	SLA	SLA
2nd Language Development	ESL	ESL	ELA	ELA

SIM = Spanish as Instructional Medium

SLA = Spanish Language Arts

ESL = English as a Second Language

CURRICULUM MODEL 2: FOR MONOLINGUAL ENGLISH SPEAKERS

	- TIME -			
Curriculum Content	EIM	EIM	EIM	B I
1st Language Development	ELA	ELA	ELA	ELA
2nd Language Development	SSL	SSL	SLA	SLA

EIM = English as Instructional Medium

ELA = English Language Arts

SSL = Spanish as a Second Language

CURRICULUM MODEL 3: FOR BILINGUAL SPEAKERS (SPANISH-ENGLISH)

	- TIME -			
Curriculum Content	BIM	BIM	BIM	BIM
1st Language Development	SLA	SLA	SLA	SLA
2nd Language Development	ESL	ELA	ELA	ELA

BIM = Bilingualism as Instructional Medium

The Models illustrated in figures 1, 2, and 3 are conceptulized to serve three population types -- the Monolingual Spanish Speaker, the Monolingual English Speaker, and the Bilingual Speaker of Spanish and English.[9]

(9) Ibid.

Model 2 is designed for monolingual English speakers in a bilingual-bicultural program, who desire to become Spanish-English bilingual speakers. In this example, curriculum content is initially given in English until adequate bilingual ability has been attained. The curriculum also provides language development at a more advanced level in English, as well as second language development at a lower level in Spanish.

Model 3 is designed for bilingual speakers of Spanish and English. Since this type of students are able to communicate, with varying degree of ability, in both languages, it is possible that some of the curricular content and activities can be provided in both languages. However, the educational system must give consideration to the possibility that some students, who can be classified as verbally bilingual, may not necessarily have reading and writing ability in the native language. In this sense, reading and writing assignments in the native language must be extended when students are ready for these language features. And it also is possible that many of these students will not have the same level of English proficiency as compared to the monolingual English speaker. For this reason, the English communication arts program must be disigned especially for the English language needs of these students. This bilingual-bicultural education model is designed to promote the education of students through a bilingual-bicultural instructional mode; at the same time, it is designed to progressively develop the bilingual-bicultural ability of students in Spanish and English.

IMPLICATIONS FOR DESIGNING A PRACTICAL AND COMPREHENSIVE BILINGUAL-BICULTURAL K-C CURRICULUM MODEL

The illustrated matrices show how bilingualism can become an integral and ongoing feature in the instructional program. They also are based on the principle that instructional programs must be designed to accommodate the language and other cultural attributes that the student brings to the instructional setting. The bilingual education objectives in the majority of K-C (Kindergarten to College) programs include the utilization of the student's native language as an instructional vehicle. Specifically, one will find that the scope and intensity of native language (other than English) application varies across programs and disciplines within programs. Instructors in these programs use the student's first language in lecturing, describing, and illustrating aspects relative to cognitive and psychomotor objectives in the program; however, the extent of first language usage, other than English, is a variable in respect to the nature of the subject-matter, availability of materials in the language, and degree of commitment by the institution and program personnel to the furtherance of bilingualism.

One will also find that many ongoing programs beyond the elementary school level place the responsibility of bilingual language enrichment in

the department of languages. While student's may gain in grammatical knowledge and reading and writing ability through this approach, the extent of relating communication processes to specific areas of specialization remains as an important researchable question. This clearly implies that language development through departments of languages must also be related to the career needs of the student -- it must carry more than a linguistics and an aesthetics frame of reference. Language departments must recognize that a language development curriculum designed for students pursuing a Liberal Arts Degree may have little relevancy for people who are seeking careers as nurses aides, teachers or teachers aides in elementary bilingual-bicultural programs, secretaries, industrial workers, etc. Specifically, this means that content and admittance criteria of language development courses for people with these types of career orientation must be redesigned, for traditional liberal arts language curricula are essentially established to provide a language background for persons whose career aspirations are as scholarly researchers or as language instructors in high schools, colleges and universities. Instructors with specializations in languages must work in relationship to program objectives; moreover, they must give particular attention to the relevancy of content in respect to the career needs of students in the program.

In reviewing contemporary bilingual-bicultural education programs, one will also find that the inclusion of cultural references, other than language, varies in scope and intensity. Bilingual-bicultural programs must be designed to serve more than middle-class Anglo Americans. The bilingual person will have unique advantages over the monolingual English speaker; however, these advantages will be limited if the cultural mores of the other cultural group are not clearly understood, valued and accepted in our total American society.

Serving clientele from non-Anglo American communities may necessitate a different approach (i.e., humanistic as compared to materialistic) in the opening stages of the communication processes. In some cultural groups, a highly rigid and mechanical schedule (the clock) may have a lower priority as compared to preliminary greetings related to the person and his family. Thus, bilingual development may not completely prepare a person to function with optimal success among non-Anglo American cultural groups. Cultural variables must be understood and practiced by a person who desires acceptance as a worker or professional in a community where these cultural patterns are found. In this sense, training institutes must provide an opportunity for the trainee to gain knowledge and experience of unique and significant cultural patterns found among people in communities they aspire to serve. In addition to the study of socio-cultural factors in the campus setting, the student must be given an opportunity to gain field experience as an intern in communities where these cultural patterns are practiced.

ADDENDUM

Part 1: Curriculum Components Related to Language Development and Counseling

English as a Second Language

This program component is designed for persons whose native language is other than English. These students are also advanced to the English for English Speakers component at a point of readiness.

English for English Speakers

This program feature is provided for persons whose dominant language is English. As in the case of Spanish, this program is appropriate for the native English speaker and the Spanish-speaking native who has gained sufficient facility in English.

Counseling

In addition to the regular instructional program, supportive services can play a vital role in accommodating and furthering educational and professional aspirations of students. For example, counselors can establish and maintain a continuous advisory and supportive role. They can facilitate and initiate a variety of co-curricular activities related to the well-being of students -- they need not respond only to requests or crisis. Specifically, counselors must relate to the academic, vocational, personal and bicultural needs of the students. They can be involved in classes, field trips, and group interaction sessions.

Part 2: Program Components Related to Instruction, Learning Materials, Communications, In-Service Training, and Evaluations.

Irrespective of the curricular areas represented in a bilingual-bicultural program, the following features must be given attention in the developmental processes:

1. Individualized Instruction
   Because of the linguistics and cultural variances found among students in a given program, individualization of instruction is a necessary pedagogical mode.

2. Assessment and Placement
   a. Diagnostic testing, with particular reference to the individual's cultural and language references, must be selected or designed to ascertain degree of native language proficiency and placement in the program.

b. Diagnostic testing in the national language (i.e., English) must be given to ascertain placement level in the language development program, as well as to ascertain reading level relative to the subject-matter references.

3. Material Preparation
Bilingual-bicultural learning materials and media must be based on various achievement levels and educational goals.

4. Collaboratives
Program personnel must ascertain ways of articulating and relating bilingual-bicultural curricula between existing educational systems (i.e., elementary and secondary schools, technical-vocational institutes, community colleges, universities, Manpower and SER programs).

5. Adequate Staff Development
In-service training for program personnel must include orientation to modernistic pedagogical approaches, innovative curriculum designs, bilingual-bicultural content, laboratory and field oriented activities, counseling approaches, new media and instructional equipment, community and school relations, labor market information, and processes for analyzing and furthering instructional competencies.

6. Evaluation
The curriculum must be constantly evaluated as an active instrument of instruction and research, with particular reference to operational objectives and student goals and career expectations.

Part 3: Samples of Ongoing Bilingual-Bicultural Programs

Bilingual-Multicultural Program -- Job Corps, U.S. Department of Labor

This program provides instruction at the high school equivalency and vocational levels. About fifty different vocational clusters have been developed bilingually, including auto body repair, auto mechanics, IBM, secretarial, heavy equipment, practical nursing, masonary, radio and television repair. Cultural references are given with respect to Mexican-Americans, Puerto Ricans, Blacks, and Anglo Americans. The underlying notion is to create a better understanding and relationship among the different ethnic groups represented in the Job Corps.

Fiorello La Guardia Community College

This college has initiated a Bilingual Secretary Program with a cooperative component in Puerto Rico. It also includes a teachers-aide bilingual program. Additionally, it provides a basic skills component relative to the Spanish high school equivalency examination.

Covell College, University of the Pacific, Stockton, California

This is a four-year college, with the curriculum given completely in Spanish. Therefore, it is not truly a bilingual type; however, it provides a bilingual-multicultural setting through an associated University. It extends undergraduate majors in Business Administration Economics, Political Science, Public Administration, and training in teaching English and/or Spanish as a second language. Students can take courses in English in sister colleges. Further, cooperative bilingual programs have been established between Covell College and the School of Education and Engineering.

University of Massachusetts

This University offers instruction in Spanish in several content areas, depending on demand and availability of instructors. Both the Department of Education and the Department of Hispanic Languages have been developing bilingual-bicultural education curricula at the undergraduate and graduate levels. The students have an organization called "Ahora". Activities include "Que Tal Amigos", a daily radio program and the "Puerto Rican Week".

Springfield Technical Community College

The Bicultural Office, which was established in 1972, developed a prospective bilingual-bicultural education model for community colleges. It is currently implementing a Bilingual Secretary Program and a Bilingual Basic Skills Program. The latter prepares participants for the Spanish high school equivalency examination. Cultural awareness and self-enhancing activities are an integral part of the curriculum. Courses extended in both languages include History and Culture of Puerto Rico and America.

Pre- and post-tests are given in all classes. The test utilized for ESL is the CELT (Comprehensive English Language Test), plus the Diagnostic Test of English as a Second Language. The Bicultural Program Office has initiated steps to offer a program for bilingual-bicultural telecommunication technicians, registered nurses, and mental health technicians.

New Mexico Highlands University

This University offers the A.A., B.A., M.A. degrees in Bilingual-Bicultural Education.

The A.A. Degree is offered through a program designed to prepare teachers aides for bilingual-bicultural elementary schools, secretaries for bilingual-bicultural services, and mass media specialists for bilingual-bicultural newspapers, radio and television programs.

The B.A. Degree provides a major in Elementary Bilingual-Bicultural Education. The curriculum includes 28 quarter credits in Spanish and related historical-cultural courses, 36 quarter hours of special content courses (math, science, social science, art, music, and physical education), and 36 quarter credits of educational foundations and pedagogical courses. The 36 hours in education include bilingual-bicultural instruction and related materials. They also include student teaching in a bilingual-bicultural school setting.

The M.A. Degree provides a major in Elementary Bilingual-Bicultural Education. Twenty-four quarter credits are in Spanish and courses related to native culture of the candidate. The remaining 24 quarter credits are in advanced pedagogical approaches (Piaget, Bruner, etc.), socio-cultural foundations, diagnostic testing for bilingual-bicultural children and bilingual-bicultural practicums. The courses in education are also extended bilingually.

A teacher trainer and teacher-training institute is being offered, which provides bilingual-bicultural training for at least three university professors each year and 20 candidates for the Masters Degree in Bilingual Education. This program provides tuition and stipends for both types. In addition to 3 months of field experience in an elementary bilingual education program in New Mexico, the participants attend Spanish and cultural-historical courses at the Universidad Antomona de Guadalajara. This educational experience is provided for them during one of the quarter (3 months) in their graduate work.

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A HUMANISTIC AND OBJECTIVE APPROACH TO ACCOUNTABILITY

by

Atilano A. Valencia, Ph.D.

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A HUMANISTIC AND OBJECTIVE APPROACH TO ACCOUNTABILITY

Any definition of accountability will be dependent on the philosophical frame of reference relative to it. It is possible for a system of accountability to take a rigid and inflexible structure. It also is possible for it to represent a systematic and flexible essence. The degree of flexibility found in the structure and operational mode of a program is dependent on the philosophical frame of reference of the initiators, administrators, trainers, and clientele. In a highly rigid system, a program would be operated in full accordance with given guidelines and objectives conceptualized and proposed by a selected group. Any departures from these guidelines would require program operators to apply corrective measures to bring into line deviant operating elements. On the other hand, a program may follow a client-centered philosophical frame of reference. In this system, guidelines and objectives would be based on the needs of trainees and the target population they will serve. Moreover, the conceptualization of guidelines and objectives would include imput from these two representative groups. And in this philosophical perspective, guidelines and objectives would not be viewed as "sacrosanct"; they would be tentative, with particular reference to current and prospective needs of the target populations.

To whom is a person or a group of persons responsible, what is to be included in the accountability process, and what type of criteria and measuring devices are to be used to ascertain degree of effectiveness are among the questions related to accountability. In attempting to respond to the foregoing questions, one must perceive the costs that the person must consider in being held accountable; the various unforeseen and intervening variables that can hinder progress toward given objectives; and the limitations of measuring devices, instruments and techniques that can provide evidence of accomplishments.

In humanistic terms, accountability may be viewed in a vertical and lateral dimension. The term "hierarchical" is not used in this paper in reference to a humanistically oriented system, for it can imply complete adherance to one-way communications (directives) from supervisors, administrators, councils, or officials in state or federal funding offices. The vertical dimension concept is used in this paper with reference to all of the aforementioned positions in an organization responsible for training people for socio-economic opportunities and relationships in a multicultural America; however, this dimension is envisioned in terms of a two-way communication system. It allows a feedback mechanism to operate with particular reference to the effectiveness of program components in serving clientele and related population groups. This suggests that

program guidelines and objectives, content, pedagogical processes, and assessment techniques must be tentative and subject to modifications. And all of the positions in the vertical dimension of the system must make allowances for review, modification, or termination of elements in a program that are found to be incongruent with the needs of clientele and any segments of the community they will ultimately serve.

The lateral dimension in a humanistically oriented system simply suggests that communications and proposals for modifications must be allowed between persons within and across related program components. This further suggests cooperative and negotiative processes between personnel occupying various positions in the system.

Where a program incorporates a "build-in" system, which encourages individual initiative toward innovative practices, program administrators, coordinators, and advisory committees can serve as facilitating agents. These units in the organizational structure can assist in establishing conditions, locating, and providing resources to facilitate development and implementation of new practices. And where objectives are specifically stated to encourage new approaches in a training program, program personnel are expected to experiment and propose new and practical ways for enhancing the learning and development of their trainees.

A person must also be accountable to himself. This type of accountability may be reflected in terms of values and beliefs that the person maintains. Dyer, in one of his humanistic articles, describes this type of accountability in these words: "Education does not deal with inert raw materials but with living minds that are instinctively concerned first with preserving their own integrity and second with reaching a meaningful accommodation with the world around them."[1] At any particular point in time and/or in respect to given conditions and circumstances, a person may reject a request or directive that is incongruent with his belief system. Unless the initiator modifies or withdraws the directive, an empasse or controversy can occur. Thus, programs must allow for negotiations between trainers and students and between trainers and administrators, in order to overcome unique variables that may present obstacles to programmatic progress or further learning. And it is through this negotiative process that a person may have to clearly analyze any costs that he may be willing to undertake or reject. A person may perceive some elements in his life style as non-negotiable; therefore, his decision to undertake or not to undertake a given activity is dependent on the nature of the activity and his underlying values and beliefs.

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[1]Henry S. Dyer, "Toward Objective Criteria of Professional Accountability in the Schools of New York City," Phi Delta Kappan, December, 1970, p. 211.

One may also agree that program personnel are accountable to the community at large. But unless program personnel and different segments of the community clearly understand and agree on different elements of accountability, favorable community support may not be extended whenever and wherever needed. In one particular example, if students from one segment of the community are experiencing difficulty learning because the curriculum is being presented in a language foreign to them, the system must provide a bilingual curriculum to accommodate their needs. In this perspective, it does not matter that political pressure may not have been applied by this segment of the community. Once a unique educational need among students has been identified, the educator has the responsibilty of searching for resources to provide a curriculum that will enhance their academic growth and development. The foregoing statement suggests that educators need not wait until the community and students have expressed some of their unique needs. In given instances, program personnel will have reference to data that reveal student needs not yet expressed. In this sense, the educator has the responsibility of initiating a proposal to review these needs with program personnel, as well as community and student representatives. Through this process, programmatic expansion or modification can be realized with sufficient support from related constituencies.

Collaboration is directly related to accountability. Collaboration is being used extensively in Competency Based Education. Teacher training programs have identified theoretical constructs and related competencies that a particular type of teacher must demonstrate before the issuance of a teaching credential.[2] Here, collaborative processes between the teacher training institution and the credentialing agency are advantageous in ascertaining the relevancy and applicability of this training. In this respect, too, accrediting and credentialing agencies are accountable to the schools and the people, for they must make certain that the license they issue is given to persons who have the necessary knowledge and skills for enhancing the growth and development of students. And where cultural differences are found among students in the schools, the credentialing agency can influence the training processes for the preparation of teachers for given target (population) groups. This influence can be directed both at the preservice and inservice training levels.

In another example, training institutes for preparing business and industrial personnel must be designed to advance the trainee in skills

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[2]Atilano A. Valencia, "Negotiations and Collaboration in Performanced Based Education." A paper presented at the Performanced Based Teacher Education Conference for the American Association of College Teachers in Education, Phoenix, Arizona, p. 10.

that are applicable in business and industry. In this sense, these training institutes are accountable to students paying tuition or to any agencies that provide stipends or other financial aid for students. And in preparing trainees for positions in business and industry, collaboration between the training institute and licensing boards is highly significant. Both of these agents must assure that licenses and credentials are being used in reference to levels of job performance. In essence licensing and credential boards must give increased consideration to competency based criteria in relationship to expectancies in the actual enterprise. Unions and other labor organizations who limit the number of licensed and credentialed people in order to maintain higher salaries and wages are in direct contradiction to the objectives and functions of training institutes. This can seriously affect programmatic thrusts in a training program and the career aspirations of the trainees. For if a training institute is unable to place the majority of its graduates in jobs related to their areas of specialization, the continuation of the program is in jeopardy.

Licensing and credentialing boards must be cognizant of industrial and business needs for trained personnel. This information must be made available to personnel in training institutes. If the market is flooded in a particular job category, program personnel can use this information to advise prospective trainees about employment. They can also use this information to plan the utilization of resources toward developing or expanding trainng components that realistically reflect employment needs.

To what extent is the training institute accountable for trainees who do not reach a given level of performance or qualify for a particular type of position (nurses aide, executive secretary, electrician, etc.)? A career oriented program must incorporate a number of exit points. Trainees who elect to exit prior to a terminal point (based on criteria corresponding to qualifications and placement in a particular type of job category) must be advised that he/she may be able to place in a lower job classification. For example, a trainee who completes all of the program components in a secretarial program, with the minimum level of competencies indicated in the measuring criteria, can expect to place in a secretarial position. On the other hand, a trainee who has completed only one of the components (i.e., typing) in the program may expect job opportunities specefically related to that particular area of training. Therefore, the accountability of the training institute is relative to the point of exit of the student and the competencies developed in reference to given training components.

Accountability, as it relates to competency based criteria, is progressive in nature. A competency based model includes establishing goals,

setting specific objectives, designing or selecting content and pedagogical strategies to meet objectives, measuring degree of success, comparing costs to outcomes, assessing and applying revisions.[3]

In any program, realizable aims for individuals must be established. Most of these aims may be defined in operational or behavioral terms. Much of the work of the teacher and performance of student can be measured with varying degrees of accuracy. Yet, one need not discard the inclusion of certain types of activities or experiences (i.e., those related to humanistic variables) simply because they may be difficult to measure. One may be willing to be held accountable for student performance based on standardized instruments designed to measure knowledge of content areas in the communication arts and psychomotor domain. These instruments, particularly the pencil and paper type, have been used with varying degrees of success or failure -- depending which side of the bipolar dimension one chooses to analyze. In the first perspective, it is conceivable that, in general terms, some degree of achievement may always be apparent; on the other hand, it may also be perceived that degree of success is relative to a given reference level. Who determines this reference level and how it is formulated are questionable variables. For this reason, test norms that have been designed in reference to one segment of the American population (i.e., middle-class, monolingual-monocultural Anglo Americans) may be classified as fundamentally irrelevant to minority group students who are not completely acculturated in Anglo American terms.

The nature of the test instrument, especially in terms of what it is designed to measure, is another significant variable in the accountability system. A test that is principally designed to measure knowledge of subject-matter content through recall is highly limited and biased in favor of individuals who excel on this cognitive factor. On the other hand, a test that measures a person's ability to analyze, sythesize, differentiate, classify, and deduct (with consideration to his native language and other cultural references) provides a broader data base for the examiner. In the latter example, subject-matter concepts are used as references in demonstrating ability levels based on several cognitive factors. It is conceivable, too, that the learners will most likely apply these cognitive processes in other learning activities and life experiences. On the other hand, it can be predicted that a learner who memorizes subject-matter content in order to pass a recall type test will eventually forget many features of the memorized content. In reference to the foregoing rationale,

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[3]Donald D. Woodington, "Accountability From the Viewpoint of a State Commissioner of Education." Phi Delta Kappan, October, 1972, pp. 95-97.

educators may be willing to be held accountable for developing and advancing cognitive skills among trainees, with reference to content in given areas of the curriculum. They may be less willing to predict the degree of long-term remembrance of subject-matter content (per se) among trainees in their classes.

Psychomotor development is among the easiest to measure among the three major areas of growth and development (cognitive, psychomotor, and affective). Test instruments for measuring psychomotor skills (writing, typing, shorthand, operating industrial or business machines, etc.) in more than one language are available. Some of these tests have been designed in progressive stages of difficulty; therefore, various levels of competency can be accurately measured as the trainee progresses through the training program. And where the scoring procedures are based on performance criteria (i.e., net words per minute on a straight copy, five-minute typing test), both the trainer and the trainee can predict the chances of placement in jobs requiring given levels of performance.

Where criterion tests have been selected or designed, the trainee's performance can be periodically analyzed to advise him/her to progress to more advanced lessons or to be recycled to lessons relative to psychomotor features requiring further review and practice. In this example, progressive criterion objectives can be stated following a given series of individualized lessons or activities until an exit (minimum) performance level has been attained. In this sense, the training program is held accountable for preparing a particular type of worker at a minimum level of performance before he/she is placed in a particular type of job. And in this respect, the trainer and student are aware of individual progress and expectations in reference to given conditions (i.e., criterion measures, materials, equipment, and job situation). Prospective employers can also be given specific performance data relative to applicants rather than nebulus grade symbols.

Other criteria of accountability refer to the notion that program effectiveness should be evaluated in terms of outcomes as compared to entry levels. In this respect, student achievement is measured in terms of gains over a period of time.[4] For example, a pre-test score may be obtained and compared to one or more progressive criterion test scores. Rather than referring to a final level of attainment (i.e., in percentage terms) for all individuals in a given program, a recording of gains over a period of time (relative to a given number of lessons) is kept by the trainer for reference by him and the trainee.

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[4]John W. Porter, "Accountability Story in Michigan." Phi Delta Kappan, October, 1971, pp. 98-99.

Another evaluation approach gives reference to a production model. In this example, the product produced by the trainee is evaluated in terms of given criterion specifications. Letters, tabulated work, furniture, electronic devices, etc., that meet the specifications given in diagrams and related instruction, are examples of products based on this type of production criteria. Here, accountability is unquestionable; for the product, based on stated specifications, provides evidence of cognitive and psychomotor skills gained through the program. This is especially true where preassessment and other criterion data are available to show entry level performance as compared to progressive stages of development.

Because of the availability of measuring devices and knowledge and experience by educators in ascertaining degree of development in psychomotoric and cognitive skills, very little attention has been given to variables in the affective domain. Yet, this may be the most significant feature in the growth and development of students. Where a person may be highly successful in applying solutions to given academic problems or in producing an accurate and acceptable product, he may be unsuccessful in functioning and relating with the persons in his life experiences. And where a person fails to perceive himself in a favorable light, this sense of insecurity is reflected in his behavior towards others. This insecurity, in turn, can affect the behavior of his colleagues towards him, which serves only to further his frustrations, inhibitions, and other types of behavioral patterns.

A well-balanced program must provide an opportunity for the in individual to experience success in his training. The feedback system must provide him with measures of his progress, while it also provides realistic and constructive data on training features which require greater emphasis by him. A well-balanced program must also provide an opportunity for spontaneous interaction between trainer and trainees, between trainees, and other personnel in the program. Thus program objectives must reflect growth and development variables related to attitudes toward persons in the student's culture as well as toward persons with different cultural references. They must include attitudes and perceptions about program personnel, career awareness, aspirations and motivations.

Variables related to the affective domain are measurable with varying degrees of accuracy. Yet, the educator must be cognizant that the type of measuring instruments and techniques used to measure cognitive achievement and psychomotor development will not necessarily apply in the affective domain. In many instances, the administering of one test or observation will not provide sufficient data for the educator to clearly describe a behavioral pattern with a high degree of accuracy. And before a relatively valid description of a behavioral pattern can be provided, an evaluator may have to obtain data from more than one type of measuring approach. In essence, attitudinal and perceptual variables must be studied

over a period of time to ascertain the degree of consistency is changed or perpetuated behavior. The validity of these findings also is dependent on the degree that various observers tend to agree in reference to observational, interview and other collected data. Program personnel may then provide descriptive reports based on these types of data to indicate progress of students relative to given variables in the affective domain. These data will also be advantageous for preparing instructional strategies and activities that tend to enhance the psychological well-being of the individual and his humanistic relationships with others.

As is true of program guidelines, objectives, content, and pedagogical techniques, evaluation procedures and criteria are subject to modification. Where evaluation techniques and criteria appear to be irrelevant or psychologically destructive in nature, the system must be sufficiently flexible to allow for immediate modifications. In turn, the accountability system must not be so rigid that a program component and related program personnel will be overly criticized for not maintaining a predetermined evaluation instrument or technique. In fact, the accountability system should reflect a philosophy that allows for changes wherever and whenever needed. This does not imply that changes must occur at the whims and desires of every conceivable person in the program. But where sufficient negative evidence about an evaluation instrument or technique has been reported and reviewed by a representative group related to the program, consideration must be given to terminate or modify the instrument or process in question. Descriptive reports giving the rationale for the change would be congruent with an accountability system that supports this type of flexibility.

In reference to economics, the notion that funding agencies are essentially servicing and facilitating offices must be recognized. Program personnel must view government funding offices as facilitating agencies in the allocation of funds for programs designed to serve specific population needs. And accountability reports must contain evidence that the program design is, in fact, meeting target population needs in terms of allocated funds. Government funding offices need not apply threatening directives to assure that a program is brought in line with its guidelines. If the guidelines originate from the needs of the target population, and if a systematic and logical accountability system is operating in the program, program personnel will have evidence prior to the funding agency on the degree to which program components correspond to the specific needs of the target population. The totality of the feedback mechanism in a logical and systematic accountability system will provide continuous and constructive communications among program personnel and related offices to align existing resources or secure additional resources, wherever needed, to assure that identifiable target population needs will be met through the program.

In simplistic terms, economic costs are the records of purchases and

activities that support given program objectives. And these records and other related data provide further evidence that resources are being utilized wisely to carry out the objective of the program. An accountability system provides for a cross-check analysis -- it is an open system; therefore, the funding agency, program personnel and clientele need not have apprehensions about misusing resources. Although this type of accountability system may appear idealistic, it can be realized where commitment for openness and continuous feedback is given by all personnel in the program, as well as those persons serving as administrative representatives for funding agencies.

Through the aforementioned accountability system, data on the cost of training each student can be provided. These data can change in reference to new developments and other evolutionary costs, but it will serve as significant references for making projections. Brief descriptive data especially on large expenditures, can reflect significant programmatic thrusts. Projected costs for maintaining or expanding operations must be analyzed and reported so that program directors can justifiably request additional funds. Thus, an effective accountability system will not only reflect expenditures in terms of current program objectives and population needs; it also will provide projected costs, based on related data and plans, for future undertakings.

In the final analysis, an ongoing evaluation and assessment system can provide periodic feedback to Program personnel on the strengths and shortcomings of the Program. The evaluation system can include follow-up data from the field -- it will provide information that can ascertain the relevancy of programmatic components to actual job requirements and competencies needed in the field. Funding agencies must provide a sufficient amount of cash to enable program personnel to carry forth an adequate evaluation plan. At least 15 percent of the amount allocated to a project is recommended for this purpose.

An Advisory Council, with representation from the Program (Program personnel and trainees) and related constituencies, can play a vital role in the accountability system. Representation in the Council should include members of the community, particularly those who understand the needs and cultural attributes of the clientele. Where a staggered type of rotation plan is used, the changes should not occur too frequently. In this way, the continuity of the programmatic thrusts can be advantageously maintained. And the role of the Council may include review of progress toward meeting programmatic goals. Additionally, the Council can provide an audience for programmatic changes proposed by program personnel, students, community representatives, and industrial and business representatives.

Manpower service councils have been designed to operate from the state level. These are particularly relative to any state which seeks to

be designated as a prime sponsor under Title I funds. The federal guidelines suggest the inclusion of representatives from the "State Board for Vocational Education and one representative of each other State agency which the Governor determines to have a direct interest in Manpower Training and utilization within the State."[7] It further suggests that representatives of local prime sponsors shall comprise one-third of the council's membership. The foregoing guidelines, especially in reference to the selection process, should be reviewed for possible alterations. For if any of the existing councils have little or no representation from minority groups, it is conceivable that the realistic needs and concerns of these population groups are not being heard.

According to federal guidelines, the accountability aspect in reference to the foregoing is as follows: "The council is required to review all prime sponsor programs; continuously monitor the operation of all programs; make recommendations to prime sponsors, agencies providing manpower services, the Governor and the general public."[8]

Additionally, the federal guidelines indicate that each local prime sponsor "is required to establish a local planning council whose members shall be appointed by the prime sponsor.."[9] But if the prime sponsor has little or no representation from minority groups, one can surmise that the probability of adequate minority group representation in the local planning council also will be nil. To assure effective and continuous imput by representatives, a training program should be provided for all persons selected to the planning council. Most importantly, the selection guidelines for both the state and local councils must be reviewed and altered. The present guidelines do not insure adequate representation from minority groups. This is necessary, for many existing programs are serving a high percentage of clientele from minority groups in the local areas. The foregoing recommendation is congruent to a statement found in the comprehensive Employment Act. This statement indicates that the Secretary of Labor provides for additional Manpower services, authorized under Title I and II, to include persons of limited English-speaking ability and other persons having particular disadvantage in the labor market.[10]

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[7]"A Summary of the Comprehensive Employment and Training Act of 1973 (D.L. 93-203)," DMDT/OE, 1-2-74, p. 2.

[8]Ibid., p. 3.

[9]Ibid.

[10]Ibid.

Data reported through the accountability system can be used advantageously to influence changes in guidelines in favor of representation and services for minority groups, for it is through the accountability system that data can be provided to indicate program effectiveness in terms of preparing and placing minority group clientele in related jobs.

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STAFF DEVELOPMENT

by

Henry Oyama

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STAFF DEVELOPMENT

Recently, I spoke with the director of the SER (Service, Employment, and Redevelopment) program in Tucson, Arizona. He gave me some figures which constitute an indictement against our educational system. Using his official R-2A Monthly Summary of Enrollee Characteristics, we found that for the 5½ month period ending February 28, 1974, 49 enrollees stated that they had completed high school and/or additional schooling and 87 enrollees stated that they had completed the 9th, 10th or 11th grades. Yet, of these 136 persons, everyone scored below the 10th grade functional level when tested. The tests employed were the ABLE and WRAT tests used by SER throughout the country.

For the 12 month period, from September 16, 1972, to September 9, 1973, 158 enrollees stated that they had finished high school and/or additional schooling, and 117 stated they had completed the 9th, 10th or 11th grades. Yet of these 275 individuals, not one of those tested scored high enough to indicate that he was capable of functioning at the 10th grade level. As we know, the overwhelming majority of SER enrollees are Spanish Speaking. ¿Qué pasó? Quite obviously their educational needs were not met.

In areas throughout the nation with large concentrations of Spanish Speaking, there are major trends toward establishing bilingual- bicultural educational programs at all levels of education. Increasingly, these programs are being instituted to replace the "educational" process which, up to this time, has been largely ineffective for the vast majority of the Spanish Speakirg.

In this paper we deal with staff development to meet the needs of these bilingual programs. Rather than designing the ideal training program, however, what we wish to do is to develop the methodology which can be used in selecting objectives for training programs which focus on staff development for bilingual manpower adult education.

Presently 129,000 students are being served through bilingual programs funded through the Bilingual Education Act, Title VII. However, there are 7.7 million students who should receive the benefits this type of program can provide. Approximately 80% of the 7.7 million previously mentioned, or 6.16 million, are Spanish Speaking students. Using a class average of 25 pupils per class, we find that bilingual instruction should be carried out in 246,400 classes. This means that we need instructors for each of these classes. Additionally, there is a need for "back-up" personnel in terms of administrators, counselors, and paraprofessionals to serve these classes.

Paraprofessionals often are individuals whose command of the student's mother tongue and intimate knowledge of the student's home culture were prime factors in their being employed. It is because they have these essential qualifications that staff development programs should be instituted, employing a career ladder plan which will allow these paraprofessionals to develop to their full potential, many becoming the professionals - teachers, counselors, and administrators needed. Diverse modes of training, e.g., institutional community college and university type and learning by experience in the classroom should be allowed. This will entail changes in teacher education programs and certification requirements.

A problem which must be confronted is a lack of empathy on the part of many school administrators and non-bilingual faculties and staffs for the purposes of bilingual-bicultural programs. Too often this problem has created an atmosphere which prevents expansion of the programs so that the needs of greater numbers of students cannot be met. In addition, nonsupportive atmospheres have resulted in directors of bilingual programs not knowing what lies in store for their programs. When federal funding supporting many of these programs terminates, too often the programs also terminate.

Many proponents of bilingual education merely bemoan the lack of support by school officials. However, individuals with the power to continue or discontinue these programs must be given an opportunity to participate in them so that they develop an understanding and appreciation of, and a commitment to, the goals of bilingual education.

What is needed even more urgently, however, is Spanish Speaking educators in top administrative positions so they can assume responsibility for overall policy - not just bilingual staff development programs calling for internships for Spanish Speaking to train with top administrators with assurance, at the end of the internship, of placement in an administrative position where imput into key decisions and policy is expected. The need for Spanish Speaking administrators to be in positions to direct change and policy is of such importance that it should be given high priority in staff development programs.

Another problem is that as the number of bilingual programs increase, there is evidence of a dearth, if not a complete absence of attempts at articulation or coordination between the programs at different educational levels. Programs at the headstart, elementary, secondary and college levels are forging new roads in bilingual-bicultural education; many are making unique and valuable contributions in this new field; others may be faltering due to lack of expertise or experience. Of the many components these programs have in common, one stands apart from the others: most of the programs work in isolation from one another.

For example, a teacher of Spanish Speaking children at the headstart level may be attempting to utilize a new concept of bilingual education

methodology in the classroom, and as the child moves on to elementary school he finds a new teacher employing the same methodology and content. Similarly, the student who moves from high school to college may find the college teacher repeating some of the same bilingual content and method that he has just experienced in high school. Thus, the need for articulation and coordination between bilingual-bicultural programs of different educational levels is a concern to which determined efforts must be directed if bilingual education programs are to truly achieve their goals.

What this implies to those developing staff development programs for all, from paraprofessionals to administrators, is that some portion of staff development time needs to be devoted to training together personnel from different educational levels so that curricula and programs are coordinated.

On January 21, 1974, the U.S. Supreme Court ruled unanimously in the case Lau vs Nichols, that public school systems are required by Federal law to take positive action to help children who do not speak English. The legislative bodies of various states have made bilingual instruction either mandatory or have, at least, provided state monies to fund bilingual programs. Examples are Massachusetts, New York, Illinois, Washington, Arizona. We are seeing bilingual instruction being considered essential, if not mandatory. How does this relate to staff development? Teacher, paraprofessionals, counselors, and administrators should be trained so that staff is prepared to meet this expanding demand for bilingual programs. The Spanish surname and/or facility in the Spanish language alone does not of itself qualify one to service the needs of students in bilingual-bicultural programs.

The concept of "Staff Development" must address itself to this need. To get a perspective on bilingual-bicultural staff development, let me site the experience of one training program in this area.

For three years, Pima Community College, Tucson, Arizona conducted a bilingual-bicultural program which has trained successfully in bilingual educational methods, 98 persons at the headstart, elementary school and college levels. As a result, hundreds of college students have acquired new skill and understandings due to participation in bilingual classes. Even more elementary school children are now receiving more relevant education in both their mother tongue and in English. Recently, they included in their training program some headstart teachers from the State of Arizona. The benefits derived from this training program were not limited to increased skills and additional abilities for use in the classroom. These teachers acquired insights into what types of bilingual programs preceded their own, and what they could anticipate for students moving up the bilingual educational ladder. Furthermore, the teachers' new-found perspective helped them develop more meaningful bilingual curricula.

The direct experience gained working with staff members of elementary schools, headstart programs and community colleges from throughout the state gave them first-hand knowledge of the strengths and weaknesses of the bilingual programs represented.

As the training program progressed over the years, a lack of knowledge among the participants of each others bilingual programs became apparent. As their participation in the training program continued, an awareness of the commonalities of the programs spread, as did mutual respect for and support of each others programs.

Their bilingual program has, in the past, included only educators from three levels (headstart, elementary, community college). If they are to provide students with a coordinated progression in bilingual-bicultural education, they then must expand their program to include the training of personnel from the full range of educational levels (headstart, elementary, secondary, community college, university, and manpower programs).

In reviewing the problems encountered in the Pima and other bilingual-bicultural training programs, we find a basis for an overall view of bilingual-bicultural education programs in general. With this review, we can then enumerate a "taxonomy" of objectives for a staff development program to meet the needs of these special educational programs with innovative staff training.

But before we go into training objectives, we must first consider the different components of the educational system which can and will impact on the effectiveness and development of an overall bilingual-bicultural educational system.

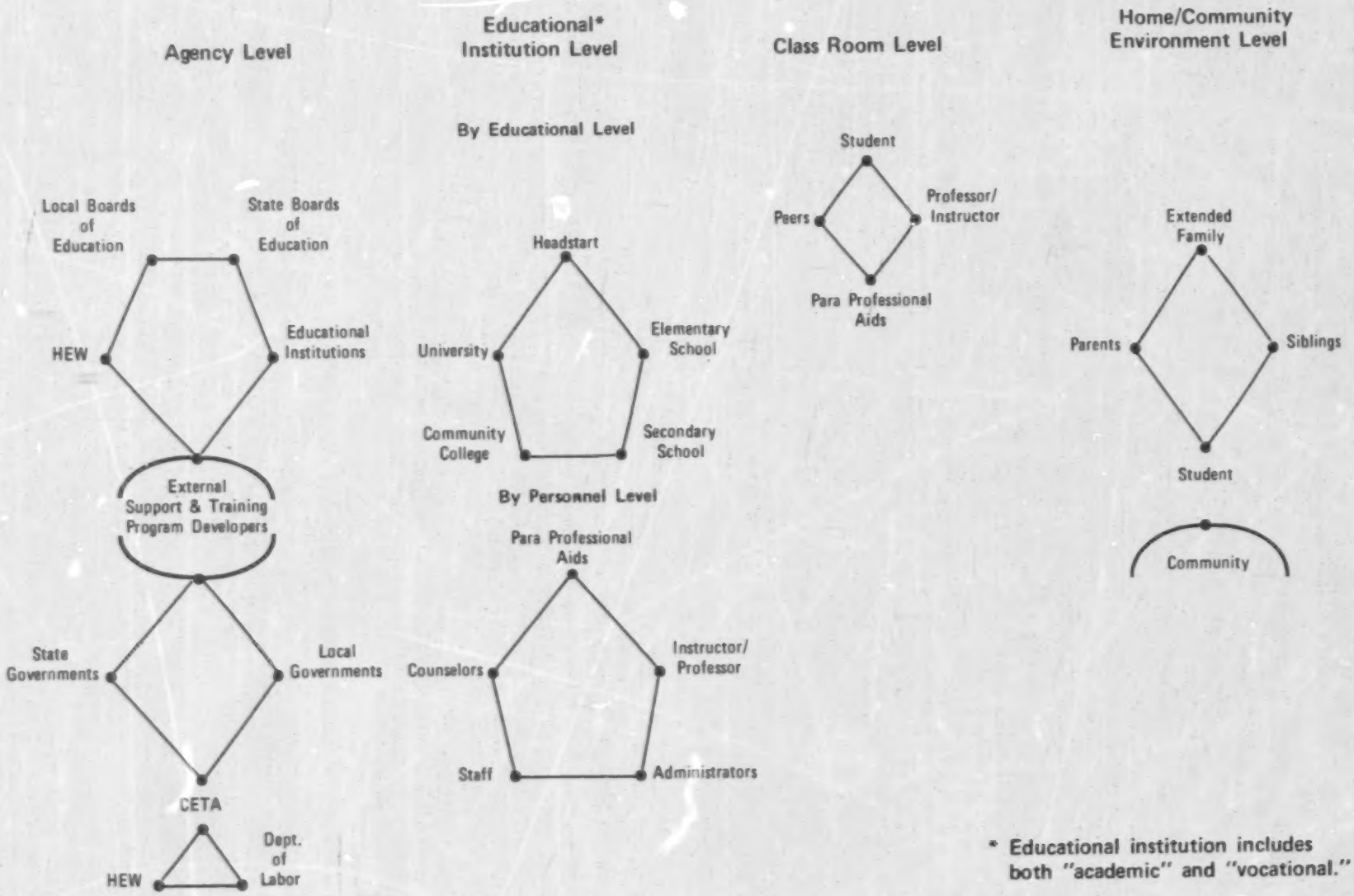
Figure I shows the components of the educational system which range from government and independent agencies at the left, to the home-community environment on the right.

I will offer no discussion on the structural taxonomy; it is given here only to remind us of the various components and relationships between them. The important thing is to remember that for an effective bilingual-bicultural educational system to come into being, these components can, should, and often do play a vital part in the planning, implementation and operation of educational systems. The "agency" identified as EXTERNAL SUPPORT AND TRAINING DEVELOPERS takes into account the many consultant groups, activist groups, community groups, lobbying groups, etc., that will hopefully take leadership in the development of this educational system.

Moving on, then, to the discussion of training program objectives, we can move on to Figure II. This chart incorporates objectives that have been used in training programs and some objectives that were generated as recommendations from training program workshops, seminars and discussions.

Figure I

EDUCATIONAL SYSTEM: STRUCTURAL TAXONOMY



* Educational institution includes both "academic" and "vocational."

We note that objectives have overlapping impact on the different levels of the educational system: agency level, educational institution level, classroom level, and the home/community environment level. This is to indicate that in attempting to implement the particular objective, participants in the training program would have to involve themselves with representatives of the "agencies," "institutions," etc.

This procedure would allow for imput by the "representatives" and at the same time sensitizing them to a particular problem area of bilingual-bicultural programs. The other participants could become aware of the representative's own perspectives, and biases as they reflect back on the policies of the agency, institution, etc., which he represents.

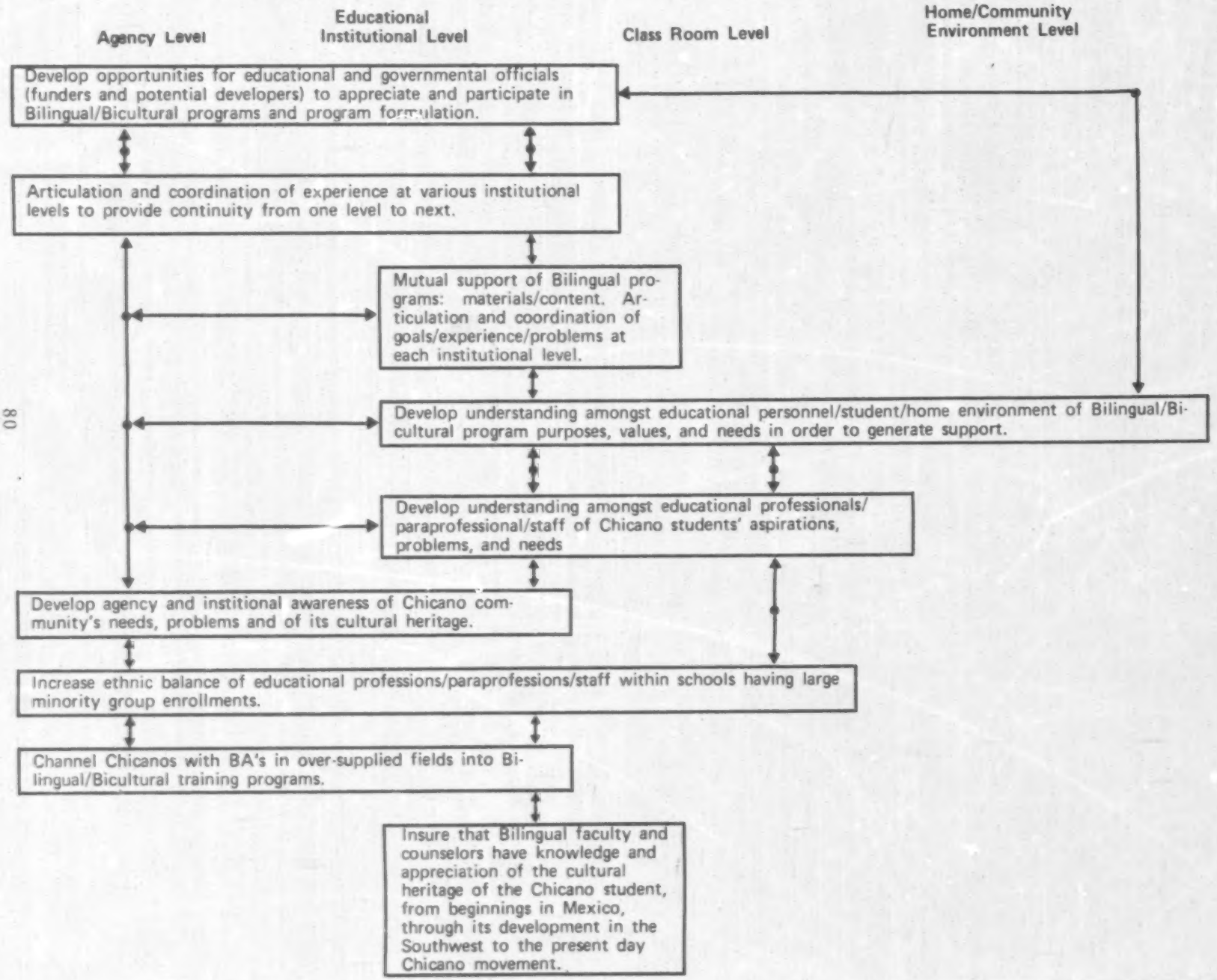
Quite a few of the objectives included in the Taxonomy deal with gaining "support" for the bilingual-bicultural concept. This is in line with the hard reality that the concept itself has not "arrived" regardless of any Act and pronouncements to the contrary. These particular objectives are to be viewed as "auxiliary" objectives, as contrasted to the "nuts and bolts" objectives, such as "develop bilingually competent faculty..."

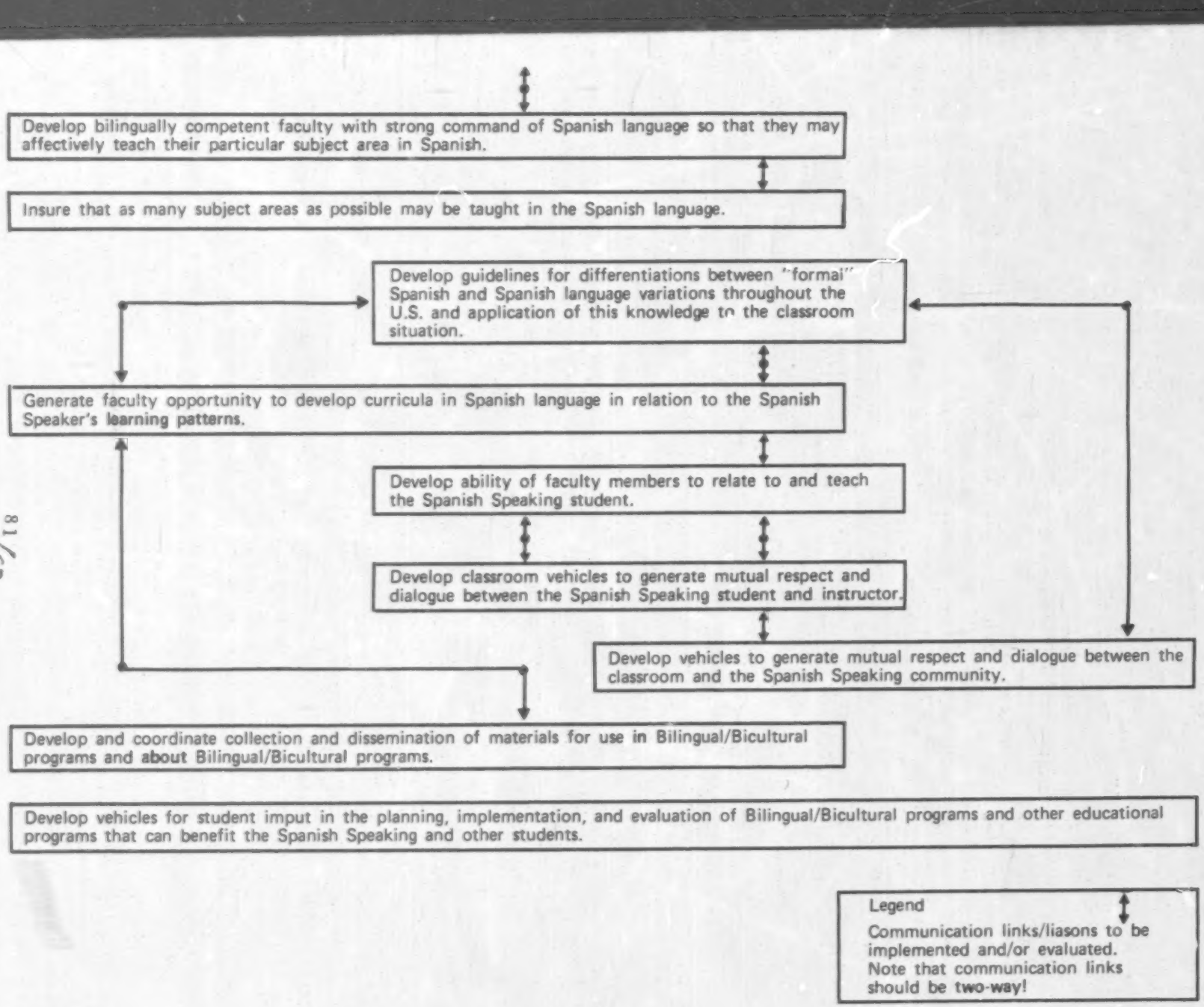
In designing a Staff Development Training Program, objectives can be lifted out of the Taxonomy recognizing that the objective is tied to a particular component of the educational system or to various components of the educational system. The components, in turn, have personalities involved: human personalities as well as institutional personalities (the institution reflects the personality of the individuals that comprise it and vice versa).

The objectives listed are not in any particular order. Such order would have to be determined by the type of program each locality would want to establish.

Figure II

BILINGUAL/BICULTURAL EDUCATION: TRAINING OBJECTIVES TAXONOMY


Agency Level
Educational Institutional Level
Class Room Level
Home/Community Environment Level
Develop opportunities for educational and governmental officials (funders and potential developers) to appreciate and participate in Bilingual/Bicultural programs and program formulation.
Articulation and coordination of experience at various institutional levels to provide continuity from one level to next.
Mutual support of Bilingual programs: materials/content. Articulation and coordination of goals/experience/problems at each institutional level.
Develop understanding amongst educational personnel/student/home environment of Bilingual/Bicultural program purposes, values, and needs in order to generate support.
Develop understanding amongst educational professionals/ paraprofessional/staff of Chicano students' aspirations, problems, and needs
Develop agency and institional awareness of Chicano community's needs, problems and of its cultural heritage.
Increase ethnic balance of educational professions/paraprofessions/staff within schools having large minority group enrollments.
Channel Chicanos with BA's in over-supplied fields into Bilingual/Bicultural training programs.
Insure that Bilingual faculty and counselors have knowledge and appreciation of the cultural heritage of the Chicano student, from beginnings in Mexico, through its development in the Southwest to the present day Chicano movement.


Develop bilingually competent faculty with strong command of Spanish language so that they may affectively teach their particular subject area in Spanish.
Insure that as many subject areas as possible may be taught in the Spanish language.
Develop guidelines for differentiations between "formal" Spanish and Spanish language variations throughout the U.S. and application of this knowledge to the classroom situation.
Generate faculty opportunity to develop curricula in Spanish language in relation to the Spanish Speaker's learning patterns.
Develop ability of faculty members to relate to and teach the Spanish Speaking student.
Develop classroom vehicles to generate mutual respect and dialogue between the Spanish Speaking student and instructor.
Develop vehicles to generate mutual respect and dialogue between the classroom and the Spanish Speaking community.
Develop and coordinate collection and dissemination of materials for use in Bilingual/Bicultural programs and about Bilingual/Bicultural programs.
Develop vehicles for student imput in the planning, implementation, and evaluation of Bilingual/Bicultural programs and other educational programs that can benefit the Spanish Speaking and other students.
Legend
Communication links/liasons to be implemented and/or evaluated. Note that communication links should be two-way!

THE NEEDS OF THE SPANISH SPEAKING MUJER IN WOMAN–MANPOWER TRAINING PROGRAMS

by

Anna Nieto-Gomez

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THE NEEDS OF THE SPANISH SPEAKING MUJER IN WOMAN-MANPOWER TRAINING PROGRAMS

Background

Although the Spanish Speaking woman is usually thought to be outside of the labor market, and while assuming she is at home with her children and, therefore, cared for by her husband, we actually find that of the 52% (3 million) Spanish Speaking women, 36% (30,000) were in the labor force in March 1972. The work force of the Spanish Speaking women reaches toward that of working women in general (40%).

However, because the Spanish Speaking women may suffer economic-sexist discrimination (because of ascription of work according to sex) and also suffer racial discrimination between Anglo women and Spanish Speaking women, the median income of the year-around, full-time working mujer is less than the median income of both Spanish Speaking men ($7117) and Anglo women ($5700). The median income of the full-time working mujer ($3500) is approximately $2200 less than the Anglo, full-time working woman ($5700) and $3617 less than the full-time working Spanish Speaking man ($7117).

Although both the Spanish Speaking male and female average about the same education (9.5), the median income of underemployed Spanish Speaking males ($5560) had incomes twice as high as his female counterpart ($2257). In fact, 46% of the Spanish Speaking women earned as much. In addition, 79% of the underemployed Spanish Speaking women, in March 1972, earned less than $3999 as compared to 40% of the males' comparable earnings.

The male's earning power and the woman's marital status greatly influence whether or not women work. It is assumed Spanish Speaking women are more likely to work since the median income of the Spanish Speaking male ($5560) for an average family of 4.1 persons is only $1423 above the poverty income (annual income which separates poor from the non-poor is $4137). Forty-five percent of the Spanish Speaking women, it is interesting to note, are not living with a husband present in the home. Twenty-one percent of these women are female heads of household with an average of 3.6 persons living in the family. Also, although 38.6% of the female heads of household were married, the spouse was not living in the house. Widowhood (26.2%) and divorce (31.6%) were also other characteristics of the Spanish Speaking female head of household.

Assuming that the effects of sexual discrimination (ascription of work according to sex) determines that women compete with women, there is in addition, a racial-sexual hierarchy within the traditional feminine occupations. The largest job category of the general women's population is clerical (35%). This is a little less than the largest job category for white women workers (37%); however, the largest occupational category for both Spanish Speaking men (27%) and women (20%) is operatives or semi-skilled work. However, a man may earn $2500 more than a woman as an operative.

The second largest job category for the general working women's population is service workers (17%). Service work is also the second largest job category for the white working woman (15%). However, the second largest job category for the Spanish Speaking women is clerical work (26.2%).

The third largest job category for working women in general is that of the professional and technical worker (15%). This category is predominately composed of white women (16%) and white men, since only 7% of the Spanish Speaking women and 7% of the Spanish Speaking men represent this area. In fact, the third largest job category of the Spanish Speaking women is service work (20%). Also, the fourth largest category for both Anglo and general women's working population is operatives (14%), whereas, for the Spanish Speaking women, it is professional work (7%).

Another aspect of racial-sexual discrimination seems to be that there are more Anglo women, white-collar and professional workers than either Spanish Speaking women or men. However, there are more Spanish Speaking men and women in blue collar jobs than white women. This would assume that the Anglo women are hired more often and preferred over either the Spanish Speaking woman or man in jobs which offer more social status and more pay.

Unfortunately, there is insufficient data fully delving into the employment picture of the Spanish Speaking woman. To date, further statistical breakdowns about women only reflect Anglo and Black women. This assumes that other minority women have a similar employment picture comparable to the Black woman. However, this is not true. For example, the largest job category for Black women is service workers (25%); the second, clerical (21%); third, private household workers (18%); and fourth is operatives (16%); and fifth is professional (11%). As stated previously, this is much different than either the Anglo and the Spanish Speaking women.

Furthermore, the employment picture is also different for Spanish Speaking women of each culture, i.e., Mexican, Puerto Rican, and Cuban.

The lumping together of all characteristics in the one Spanish Speaking category may ignore the specific needs of women from each group. For instance, the largest job category for the Mexican woman is clerical (27%); the second is service work (25%); the third is operative (22%); fourth is private household worker (8%); and the fifth is professional (5%). This picture is substantially different from the Spanish Speaking women as a whole, as well as from both Anglo and Black women. Therefore, it is also important to continue to further develop the demographical data about women from the different cultures who are all classified as Spanish Speaking.

Therefore, when defining the employment needs of women in manpower programs, it is vital that the needs be assessed according to the differences between women of different ethnic groups as well as their similarities.

Woman-Manpower Training Seminar

Realizing that the Spanish Speaking woman is an important and large part of the work force, and that she is also concentrated in the lowest paying jobs for women, it was the feeling of the Spanish Speaking women attending the Manpower Seminar for the Spanish Speaking that specific attention be focused on the area of manpower programs and the Spanish Speaking woman.

Recognizing that federal programs are only sensitive to minority groups or to women, it was felt that the needs and issues of the Spanish Speaking women in the labor force have not been addressed. Programs for minorities usually addressed themselves to Anglo women, Black women, or to Spanish Speaking peoples in general, but they do not usually zero in on the economic picture of peoples who are women and who are also Spanish Speaking. Therefore, the following recommendations include areas of research, curriculum development, supportive services, and staff development, and strategies for affirmative action as related to woman-manpower programs and the economic needs of the Spanish Speaking woman.

Research

Research should include, but not be limited to, studies concerning the socio-economic factors related to the Spanish Speaking women in the labor market in order to formulate manpower policy to develop and improve programs which shall directly affect the women in the Spanish Speaking communities.

In order to appropriately refer these women into employment training and other economic opportunities, woman-manpower programs will have

to assess and identify the needs, interests, and potential of the Spanish Speaking women.

In order to correctly assess this picture, research should include information defining how Spanish Speaking women are related to the total labor market process. This includes city, county, state, as well as federal information regarding the following areas:

1. the work participation rate and unemployment rate of the Spanish Speaking women;
2. identification of occupational breakdown represented by the Spanish Speaking women;
3. the extent and type of traditional feminine occupations with the greatest and least concentration of Spanish Speaking women;
4. total number of Spanish Speaking women in the labor force who are single parents, heads of households and part of a working, two-parent family;
5. average income, age distribution and number of children of women who come under the preceding marital and economic categories;
6. percentage of female heads of households, age 16, 21, 30, 45, 55, and 65;
7. average income of female heads of households between the ages of 16-20, 21-31, 32-44, and 45-75;
8. ratio of Spanish Speaking women, head of families;
9. ratio of Spanish Speaking women, head of poor families;
10. percent and earnings of husband-wife working below poverty;
11. what percent of Spanish Speaking women workers are not covered by Fair Labor Standards Act;
12. percent of Spanish Speaking women working as clerical workers, semiskilled, and service;
13. how many Spanish Speaking women work full time, how many in part time work;
14. number of working mothers with children under 6 and over 6;
15. number of bilingual-bicultural child-care centers serving these working women.

Compilation of this kind of data into a socio-economic profile of the Spanish Speaking women should lead to an appropriate analysis determining the extent and the condition of the Spanish Speaking women in the

labor force, and it should also identify to what extent and how this profile affects the total economic picture of the Spanish Speaking people of that area.

The assessment of the economic profile would then lead to identifying and developing the kinds of woman-manpower programs relevant to the employment needs of the Spanish Speaking in that community.

Curriculum Development for Woman-Manpower Training Programs Should be Directly Related to the Job-related Needs of the Spanish Speaking Woman

In the Spanish Speaking community, women speak only Spanish, only English, or a little of both. Therefore, in order to promote more effective woman-manpower training programs, it will be necessary to identify and develop traditional and non-traditional feminine jobs which require no English, basic or minimum job-related English, or total English, and jobs which render themselves to bilingual abilities.

If the lowest traditional jobs require little or no English, and if there is a heavy concentration of Spanish Speaking women in these low paying traditional jobs, it would be indicative to develop a bilingual-bicultural curriculum to train and/or upgrade monolingual women into both traditional and non-traditional, better paying jobs for women.

Many, good paying, traditional, feminine jobs (not service or factory related) are not available to even the bilingual or English speaking Latin women because their communication skills are weak and hinder job advancement into civil service and secretarial related jobs. Therefore, a communication skills curriculum should be developed, based on the varying reading scores, broken down according to sex of each ethnic group such as the Spanish Speaking peoples. Communication skills curriculum should be categorized according to the various levels of development in relation to the demands necessary to upgrade and advance in traditional and non-traditional, better paying jobs for women.

In order to develop comprehensive woman-manpower career and vocational skills, curriculum should include methods, techniques, and knowledge of behavioral and social sciences related to the bilingual-bicultural Spanish Speaking woman. The creation of a career education program for minority women would plan and develop new career programs which would be designed to serve the Spanish Speaking women in the labor force. The department for career education for minority women would, therefore, be responsible to implement vocational programs to enhance and increase economic opportunities for all minority women. It would then assure the development of new methods and techniques (traditional and non-traditional) in creating bilingual-bicultural curriculum and careers.

Curriculum development should also include:

1. development of bilingual-bicultural child-care programs;
2. development and teaching of the understanding of the socio-economic picture of the Spanish Speaking women;
3. bilingual-bicultural Spanish Speaking, self-development program designed to increase positive attitudes towards women in the labor force and to also expose myths of working women, as well as identify the socio-economic importance of women's roles in society.

Supportive Services for the Spanish Speaking Woman

Bilingual-bicultural supportive services, such as family planning, health education, and child care, should be provided in order to enable unemployed or underemployed individuals to take advantage of employment opportunities.

The development of bilingual-bicultural staff to provide these various supportive services will open up a new avenue for new careers or job advancement, as well as provide the necessary services for other working women. Necessary bilingual staff may provide an avenue of advancement for many Spanish Speaking women in traditional feminine jobs (counselors, receptionists, teachers, secretaries) and in managerial, technical, and professional positions, as well as creating a new category of supportive service, job-related positions for interpreters and bilingual specialists serving the special needs of the working, Spanish Speaking woman. Therefore, supportive service jobs would create new jobs for Spanish Speaking women.

Bilingual-bicultural health care should include family planning and health education, concerning birth control, abortion, pap smears, breast cancer and other woman-related health issues. In addition, staff and program development will include bilingual and bicultural, prenatal and postnatal services. All legal, job-related information, such as maternity leaves, equal pay for equal work and health insurance, will be included in the bilingual-bicultural, health, educational and dissemination program.

Bilingual-bicultural, child care services should include a regular medical and nutritional program. Curriculum, as well as the attitudes of the personnel, should project positive feelings and positive reinforcement in respect to the image of the working, Spanish Speaking mother and the family culture. This includes discarding concepts which identify a disadvantaged child as one with a one-parent, working mother, from a poor family, and of a different culture.

Woman-Manpower Counseling

Job retention depends greatly on the degree of alienation produced in both the work and home environment where sex roles are being redefined and adaptation of these changes is necessary. Therefore, transitional job counseling geared towards dealing with bicultural-bilingual, nontraditional sexual changes in the work environment would facilitate adaptation of these changes.

Woman-manpower orientation and counseling programs, designed to enable Spanish Speaking women to retain employment or to prepare women who are entering the labor market, should include "transitional" job-family adjustment counseling. This kind of counseling may facilitate the women's ability to adjust family and job related roles, as well as enable both she and her family to resolve any problems that arise from this change in these roles.

Transitional job counseling for women should focus attention to the process of adapting and adjusting to changes in the roles of traditional housewives and the job related roles. Transitional job counseling should also prepare and facilitate the adaption of men and women in the work environment to the changing work patterns of women, both in and out of the work environment. Transitional family counseling also would facilitate the family to adjust to the changing role of women. This kind of counseling would prepare and facilitate husbands, children, and parents, and coworkers to the changes of the cultural and economic work patterns of the Spanish Speaking woman.

Staff Development

The realization that the Spanish Speaking woman is an integral part of her community's labor force has focused attention to compel woman-manpower programs to reorientate themselves to the cultural changes affecting the labor force and the labor market.

Improvement and development of manpower agencies should then include the reorientation of woman-manpower staff development to the changes in the cultural and work patterns of women in the labor force. It should also include the development of new and specific career programs designed especially for the Spanish Speaking woman, as well as other minority women.

Reorientation and education of the woman-manpower staff should include an organized effort to educate administrators, counselors, teachers and employers to the cultural and socio-economic realities of the Spanish Speaking women. The incorporation of an affirmative action program for

Spanish Speaking women into woman-manpower programs, as well as the development of special programs for the Spanish Speaking woman, would improve the kind and quality of services delivered by woman-manpower training programs.

The recruitment of bilingual-bicultural Spanish Speaking women, sensitive to the needs of Spanish Speaking women in the labor force as part of the affirmative action program, would definitely enhance the quality of services provided by manpower administrators, teachers, etc.

In addition, the development of Spanish Speaking women specialists to develop new curriculum and new careers would facilitate the creation of available nontraditional jobs for the Spanish Speaking woman.

With the adequate educational improvement and development of staff in the area of affirmative action and sensitivity to the needs of the Spanish Speaking woman, manpower-womanpower, training programs will be more inclined to affect the reduction of the unemployment and underemployment of Spanish Speaking women.

Strategies to Incorporate Programs for the Spanish Speaking Woman in Woman-Manpower Programs

Manpower training programs have traditionally excluded Spanish Speaking women at all levels of planning, implementation and clientele. Therefore, in order to develop and improve woman-manpower programs, it is necessary to incorporate those who will represent the special needs and interests of Spanish Speaking women in the labor force.

Therefore, the following steps have been identified as crucial in assuring relevant woman-power training programs:

1. a fixed number of Spanish Speaking women at all levels of Manpower planning and policy making.

2. staff planners to have a fixed number of minority women.

3. development of Manpower Advisory Council of Spanish Speaking women in different aspects of the labor force.

4. organize community support from both men and women to advocate the needs of Spanish Speaking women in the labor force.

5. to have proportional participation of Spanish Speaking women, as well as other minority women, in every area of Manpower, i.e., policy making, recruitment, on the job training, subsidized employment (training stipends), planning, development and implementation.

Statistics taken from:

1. March 1972 Census for the Spanish Speaking Population, U.S.Department of Commerce.
2. Hand Book on Women Workers, p. 139.
3. We, the American Women, U.S. Deptartment of Commerce, 1973.

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